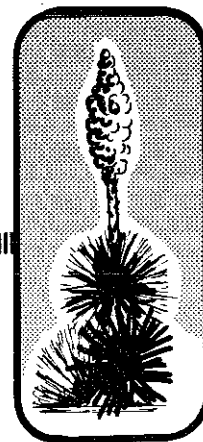


# **Eastern San Diego County**

## **Planning Unit**



### **Management Framework Plan**

U. S. Department of the Interior  
BUREAU OF LAND MANAGEMENT

California Desert District

April 1981



# United States Department of the Interior

BUREAU OF LAND MANAGEMENT  
California Desert District  
1695 Spruce Street  
Riverside, California 92507

Dear Reader:

This is a report of management decisions affecting the Eastern San Diego County Planning Unit, which encompasses 98,902 acres of public lands located adjacent to the present southwest boundary of the California Desert Conservation Area (CDCA). Management plans for the CDCA and Eastern San Diego County were developed concurrently, with the CDCA Plan being approved by the Secretary of the Interior on December 19, 1980, and the Eastern San Diego County Management Framework Plan (MFP) being approved by me on April 9, 1981.

During the course of both planning efforts, it became apparent that the resources of the Eastern San Diego County public lands could be better and more efficiently managed if the planning unit were added to the CDCA. Accordingly, the MFP planning process was modified in order to insure a similarity of approach between the two plans. The planning unit was divided into subunits or "polygons," and four broad categories of potential land use were identified, corresponding to the four Multiple-Use Classes established for the CDCA. A proposed plan and alternatives were developed, and an Environmental Impact Statement (EIS) was prepared for the livestock grazing and wilderness portions of the plan. Following public review of the proposed plan and EIS, the decisions reported here were made.

The CDCA Plan formally established the procedure by which the Eastern San Diego County Planning Unit would eventually be proposed for addition to the CDCA, and directed that management plans for the area be reconciled to overall CDCA Plan guidelines. This report of management decisions reflects that reconciliation.

The complete Management Framework Plan, which includes extensive supporting material and a formal reconciliation document, is maintained at the Bureau of Land Management's El Centro Resource Area Office, 333 South Waterman Avenue, El Centro, California 92243. Implementation of the MFP is ongoing in coordination with implementation of the CDCA Plan. We need your help in this process, and I invite you to become involved. We look forward to working with you to insure sound management of your public lands.

Sincerely,

Gerald E. Hillier  
District Manager

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# The Setting

The Eastern San Diego County Planning Unit (Map I) spans a portion of the eastern escarpment of Southern California's Peninsular Ranges, where Mt. Laguna drops dramatically into the Colorado Desert. It is a land of remarkable diversity, encompassing a range of environments from pine forests and flowing streams to palm oases overlooking shimmering desert basins. As early Spanish, Mexican, and American pioneers and settlers traversed the region on their way to developing coastal population centers, they encountered small bands of Kumeyaay and Mountain Cahuilla Indians. Except for cattlemen who established isolated ranches in order to graze their stock in the grassy valleys and shrub-covered hills, few of the newcomers settled here. Today, much of the region remains wild and uncrowded in spite of the steady growth of urban society only a short distance to the west.

Scattered in a north-south band along the mountain front are 98,902 acres of public land under the administration of the Bureau of Land Management. Most of the higher land to the west is a part of the Cleveland National Forest, while the low desert country to the east is included in Anza-Borrego Desert State Park. Cuyamaca Rancho State Park and a number of small Indian Reservations are interspersed with the National Forest lands. The Riverside County Line and Mexican Border mark the northern and southern boundaries of the unit.

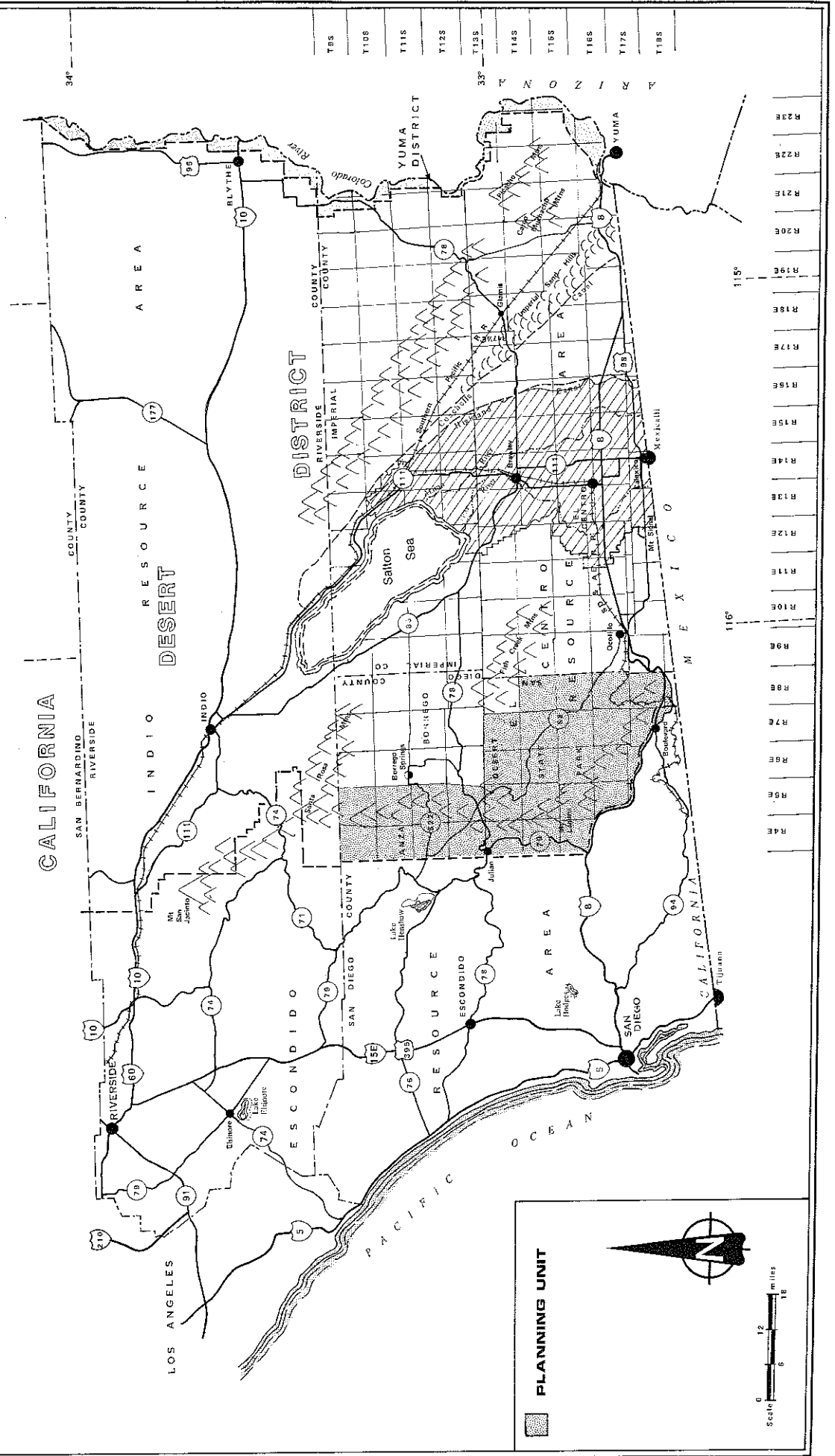
Most of the mountain ranges within the planning unit have a northwest-to-southeast trend. Included in this group are the San Felipe Hills and Oriflamme, Sawtooth, Tierra Blanca, In-Ko-Pah, and Jacumba Mountains. Only the San Ysidro Mountains at the north end of the unit have an east-west orientation.

A wide range of rainfall, temperature, and topography have produced a land which supports a wide variety of plants and animals. Bighorn sheep still roam the In-Ko-Pah and Jacumba Ranges, and golden eagles and other raptors nest throughout the area. The rockland areas support a variety of reptiles while riparian environments in isolated canyons throughout the unit provide valuable habitat for many forms of life.

The planning unit's proximity to the San Diego metropolitan area places demands on its open space as a place for recreation. Livestock grazing continues to be an important use, and the region provides important corridors for the transportation of products, people, and energy. This plan seeks to find a balanced approach to the management of the area's resources in order to accommodate this variety of demands while protecting its rich natural and cultural heritage.

# MAPI REGIONAL LOCATION

## EASTERN SAN DIEGO COUNTY PLANNING UNIT



## Public Participation

Public participation was an integral part of the development of the 1978 McCain Valley Wildlife Habitat Management Plan (HMP) and 1979 McCain Valley Recreation Activity Management Plan (RAMP). These plans were developed in response to public concerns about the management of wildlife and recreation in the McCain Valley area. Through public meetings and workshops, as well as written comments, important management decisions were made which are retained as integral parts of this plan.

Work began on this Management Plan concurrently with the development of the two McCain Valley activity plans. The public participation process occurred in three phases: identification of publics and issues (Phase I); specific resource input (Phase II); and identification and public review of the staff management recommendations, proposed plan, and Environmental Impact Statement (EIS) (Phase III). This document constitutes the final phase, which presents the final management decisions to the public.

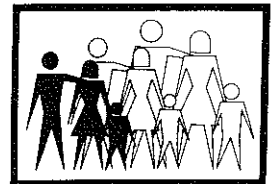
Phase I of the process consisted of notifying by mail approximately 500 individuals, groups, agencies, and media of intentions to develop the landuse plan and requesting comment and input. In addition, a preselected group of 25 persons representing a wide range of resource interests was called together in March 1979 at Pine Valley, California, to identify issues that should be addressed in the plan. This meeting identified all resources of consequence to the study area and in particular wilderness and livestock grazing values. After this meeting a letter was sent to each participant summarizing the results and what steps would follow.

In addition to the public contact and consultation associated with the Eastern San Diego County Plan, a statewide inventory of roadless areas for identifying Wilderness Study Areas was conducted which provided public input relevant to wilderness resources in the planning unit. Public hearings concerning the wilderness inventory were held in March 1979 in El Cajon, Hemet, and Los Angeles, California. In August, 1979, public meetings were held concerning the Draft Report on the Intensive Wilderness Inventory in El Cajon, Hemet and Los Angeles. These meetings afforded a substantial amount of public involvement concerning wilderness values of the study area as well as other areas of the region.

During Phase II, BLM resource specialists contacted peers, interest groups, and other agency representatives to solidify views on resource management opportunities, issues, and recommendations to be incorporated into staff recommendations for management of the planning unit. Some contacts were by telephone, while others involved informal public meetings in the Imperial Valley, Eastern San Diego County, and San Diego. Contacts included local four-wheel drive clubs, motorcycle clubs, equestrian groups, hikers, campers, hunters, rockhounds, the Museum of Natural History, California Department of Fish and Game, private consultants, California Department of Transportation, small prospectors, Sierra Club, Wilderness Society, Audubon Society, Desert Protective Council, and grazing lessees.

Phase III of the public participation and planning process began with four public meetings to present the Eastern San Diego County Planning Unit staff management recommendations and the initial draft of the proposed plan. The meetings were held November 1, 1979, at El Cajon; November 2, 1979, at El Centro; November 3, 1979, at Pine Valley; and January 27, 1980, at Canebrake, California. Information obtained at these meetings was used to further develop the proposed plan. The environmental impacts of the proposed plan decisions for wilderness and livestock grazing, as well as several alternatives, were analyzed in an EIS. The EIS was presented to the public for 45 days of review on June 30, 1980, and was issued in final form on November 17, 1980. Changes to the proposed plan resulting from the public review of the EIS were incorporated into the final management decisions, which were approved in April, 1981, and are reported here.

The public will have numerous opportunities to participate in the implementation phase of the MFP. FLPMA and the Wilderness Act of 1964 require that a public hearing be held on the wilderness recommendations of the plan, and that a transcript of the hearing be forwarded with the Wilderness Study Report to the Secretary of the Interior. Public input will also be sought during the vehicle route approval process, and during other phases of implementation.



# Glossary

## ACRONYMS

ACEC	Area of Critical Environmental Concern
AMP	Allotment Management Plan (livestock)
AUM	Animal Unit Month
BLM	Bureau of Land Management
CDCA	California Desert Conservation Area
CFR	Code of Federal Regulations
EIS	Environmental Impact Statement
FLPMA	Federal Land Policy and Management Act of 1976
HMP	Habitat Management Plan (wildlife)
MFP	Management Framework Plan
ORV	Off-Road Vehicle
PCT	Pacific Crest National Scenic Trail
RAMP	Recreation Activity Management Plan
R&PP Act	Recreation and Public Purposes Act
VRM	Visual Resource Management
WSA	Wilderness Study Area

**ALLOTMENT:** An area of land where one or more livestock operators graze their livestock. It generally consists of public lands but may include parcels of private or State owned lands. The number of livestock and season of use are stipulated. An allotment may be divided into several pastures.

**ALLOTMENT MANAGEMENT PLAN (AMP):** A detailed livestock management plan prepared for an allotment. It is designed to meet specific land use goals by specifying the intensity, duration and frequency of livestock use of public lands within the allotment, and coordinates such use with other land management activities.

**ANIMAL UNIT MONTH (AUM):** The amount of forage required to sustain the equivalent of one cow and calf or five sheep for one month.

**AREAS OF CRITICAL ENVIRONMENTAL CONCERN (ACECs):** Areas within the public lands where special management attention is required to protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources, other natural systems or processes, or to protect life and promote safety from hazards.



CALIFORNIA DESERT CONSERVATION AREA (CDCA): A national conservation area designated by Congress in 1976 in order to provide for coordinated land use management of over 12 million acres of BLM-administered public lands in the California Desert.

CALIFORNIA DESERT CONSERVATION AREA PLAN (CDCA Plan): A comprehensive land use management plan for the CDCA, developed by BLM at the direction of Congress. Approved by the Secretary of the Interior on December 19, 1980.

CARRYING CAPACITY: The amount of forage available for grazing use on a maximum-use, sustained yield basis.

EPHEMERAL GRAZING USE: Grazing use of annual plant species. Since production of annuals varies from year to year according to fluctuations of precipitation and temperature, ephemeral use is authorized on a temporary non-renewable license in those years when studies determine that sufficient annual forage is available.

HABITAT TYPE: The collective area occupied by one vegetative association which is the product of all ecological factors (soil, climate, topography, etc.). Used synonymously with "plant community."

LIEU SELECTIONS: The California Statehood Act conveyed Sections 16 and 36 of every township to the State to support public schools. Later surveys revealed that some of the designated sections were not in Federal ownership, or had already been set aside for other purposes. Natural deficiencies such as fractional sections or townships also contributed to the loss of some of the lands. To make up for these losses, the State is entitled to select other Federal lands in lieu of the designated sections.

MANAGEMENT FRAMEWORK PLAN (MFP): A land use plan for public lands that provides a set of goals, objectives, and constraints for a specific planning unit to guide the development of detailed plans for the management of each resource. The planning process is divided into three steps. Specialists prepare management recommendations for their respective resources in step one. The manager, through a conflict resolution process, develops a proposed plan from the recommendations in step two. The final decision to adopt a plan is made in step three.

MCCAIN VALLEY RECREATION ACTIVITY MANAGEMENT PLAN (McCain RAMP): An activity plan developed by BLM in 1979 in an effort to reduce conflicts between different recreational uses and between recreation, grazing, and wildlife management in the McCain Valley area.

MCCAIN VALLEY WILDLIFE HABITAT MANAGEMENT PLAN (McCain HMP): An activity plan developed by BLM and the California Department of Fish and Game in 1978 in an effort to correct habitat problems leading to the decline of peninsular bighorn sheep in the area east of McCain Valley.

MITIGATION: Measures taken to minimize or eliminate adverse impacts.

OFF-ROAD VEHICLE (ORV): Any motorized vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, swampland, or other terrain.

RECREATION AND PUBLIC PURPOSES (R&PP) ACT: The Act of June 14, 1926, (as amended by Section 212 of FLPMA), which allows disposal of public lands to any Federal, State, local, or political instrumentality, or any nonprofit organization for any recreational or public purpose.

RIPARIAN: Situated on or pertaining to the bank of a stream or other body of water. Used to refer to the plants of all types that grow along streams, around springs, etc.

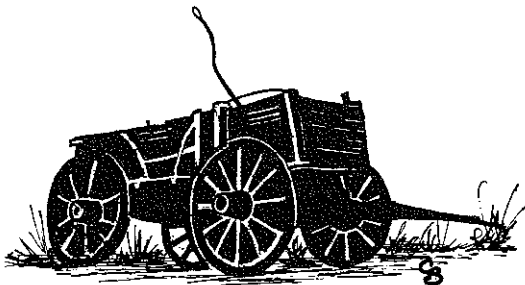
SEASON OF USE: The time of livestock grazing on a range allotment based on a type of vegetation or stage of vegetative growth.

VISUAL RESOURCE MANAGEMENT (VRM): The planning, design, and implementation of visual resource management classes for all BLM resource management activities.

VISUAL RESOURCE MANAGEMENT (VRM) CLASSES: These specify the degree of visual alteration that is acceptable within the characteristic landscape. The classes are based upon the physical and sociological characteristics of any given area.

WILDERNESS AREA: 1. An area formally designated by Congress as part of the National Wilderness Preservation System. 2. An area formally designated as part of the State of California's Wilderness Preservation System.

WILDERNESS STUDY AREA (WSA): A roadless area or island that has been inventoried and found to have wilderness characteristics as described in Section 603 of FLPMA and Section 2(c) of the Wilderness Act of 1964 (78 Stat. 891).



## Multiple-Use Classes

(See CDCA Plan - Chapter 2)

All of the public lands in the CDCA under BLM management, except for a few small and scattered parcels, have been designated geographically into four multiple-use classes. The classification was based on the sensitivity of resources and kinds of uses for each geographic area.

The classification system used in the CDCA Plan has been adopted for use in this MFP. Multiple-use class assignments for the lands of the planning unit are depicted on the Summary Map inserted in the back cover of this document. Through the MFP planning process, it was determined that none of the lands within the planning unit were appropriate for management at an "intensive" level of use; consequently, none of the lands have been assigned to Class I. The remaining lands of the planning unit have been assigned to the other three classes in the following proportions:

<u>Class</u>	<u>Acreage</u>	<u>% of Total Planning Unit Public Lands</u>
C	41,776	42
L	42,510	43
M	14,616	15
Total	98,902	100

The Multiple-Use Class Guidelines as delineated in Table 1, pages 15-20 of the CDCA Plan, have been adopted for use in the Eastern San Diego County Planning Unit. Brief descriptions of Multiple-Use Classes C, L, and M follow:

### MULTIPLE - USE CLASS C

Class C has two purposes. First, it shows those areas which are being "preliminarily recommended" as suitable for wilderness designation by Congress. This process is fully explained in the Wilderness Element of the CDCA Plan. Second, it will be used in the future to show those areas formally designated as wilderness by Congress.

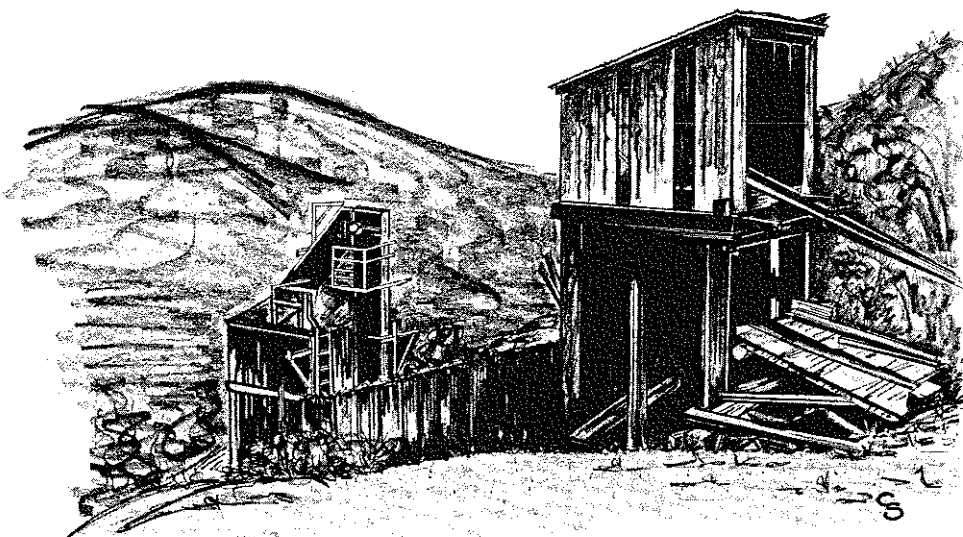
The Class C guidelines are different from the guidelines for other classes. They summarize the kinds of management likely to be used in these areas when and if they are formally designated wilderness by Congress. These guidelines will be considered in the public process of preparing the final Wilderness Study Reports. However, the final management decisions depend on Congressional direction in the legislation which makes the formal designation.

## MULTIPLE - USE CLASS L

Multiple-Use Class L (Limited Use) protects sensitive natural, scenic, ecological, and cultural resource values. Public lands designated as Class L are managed to provide for generally lower-intensity, carefully controlled multiple use of resources, while ensuring that sensitive values are not significantly diminished.

## MULTIPLE - USE CLASS M

Multiple-Use Class M (Moderate Use) is based upon a controlled balance between higher intensity use and protection of public lands. This class provides for a wide variety of present and future uses such as mining, livestock grazing, recreation, energy, and utility development. Class M management is also designed to conserve desert resources and to mitigate damage to those resources which permitted uses may cause.



*Warlock Mine*

## Plan Elements

(See CDCA Plan - Chapter 3)

The CDCA Plan Elements provide more specific application of the Multiple-Use Class Guidelines for specific resources or activities about which the public has expressed significant concern. As with the Multiple-Use Class Guidelines, the CDCA Plan Elements are adopted as part of this MFP. Most of the decisions reported in this plan have been arranged into categories or subcategories having names identical to those of the CDCA Plan Elements which provide guidance in the issue(s) central to the decision.

## Areas of Critical Environmental Concern (ACECs)

The guidance for ACECs contained in Chapter 4 of the CDCA Plan is also accepted as a part of this MFP. The two ACECs established by this plan and the management prescriptions for them are reported in the Cultural Resources and Native American Values section (decisions 52 and 53) and the Wildlife and Vegetative Resources section (decision 57).

*See CDCA 1982 Amendment*

## MFP Decisions

The 63 specific decisions reported here, when combined with the more general guidance of the CDCA Multiple-Use Class Guidelines and Plan Elements, provide BLM managers with an overall framework for the management of the public lands of Eastern San Diego County. Original MFP decisions which duplicate the general guidance contained in the CDCA Plan have been omitted from this document. Management prescriptions for resources or activities not specifically treated in the decisions reported here can be determined by consulting the CDCA Multiple-Use Class Guidelines for the geographic area in question.

# Anza - Borrego Desert State Park

Most of the land comprising the State Park was once in Federal ownership. It was conveyed to the State at various times under different authorities, generally utilizing the Recreation and Public Purposes (R&PP) Act and special legislation. In spite of having conveyed surface ownership of the land, the Federal Government retained the mineral rights. This creates conflicts between the two agencies because BLM's minerals management responsibilities are to promote mineral development, while the Park's objectives are to preserve natural values for recreation purposes. Although actual mineral development has not been a major problem, the potential does exist.

BLM has a few isolated parcels within or adjacent to the Park Boundary which might be administered better by the Park.

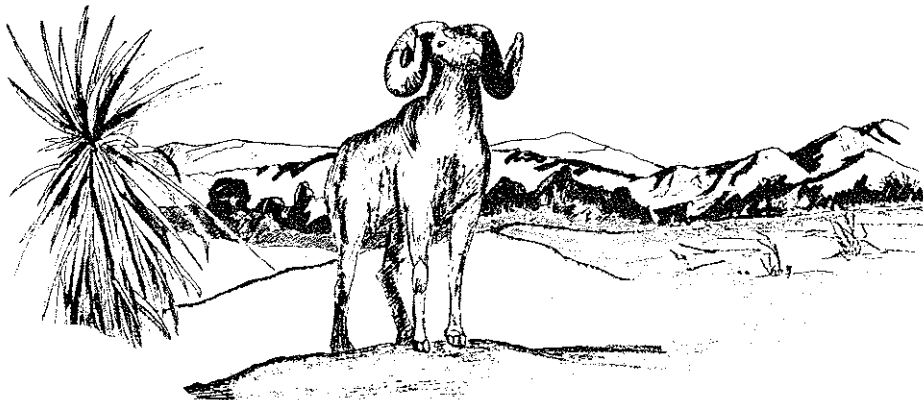
## DECISIONS

1. Encourage the State of California to file for conveyance of Federally-owned mineral interests within the Park under regulations contained in 43 CFR 2720, particularly in potential mineral conflict areas.

### Rationale:

The regulations permit the State to purchase the mineral rights to Park lands. Such a conveyance would make the State the master of its own fate in determining whether or not mineral development should occur in the Park.

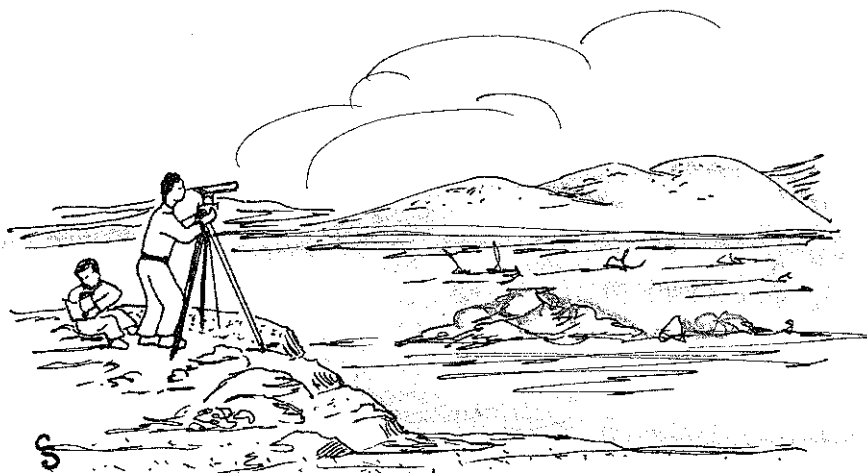
2. Issue lease and mineral sales and free use permits on a case-by-case basis, with appropriate action to mitigate impacts before issuance.
3. Explore boundary adjustment with the State Park to determine if any adjustment would be mutually beneficial. See "Land Tenure Adjustment" discussion and decisions.



## LAND TENURE ADJUSTMENT

The overall goals of BLM's program of land tenure adjustment in the California Desert are set forth in the Land Tenure Adjustment Element of the CDCA Plan. Several parcels of land are identified for acquisition in the planning unit in order to facilitate management of critical resource values. Conversely, some lands are identified for disposal. The majority of lands are expected to remain under BLM management. It is possible, however, that some lands on the periphery of major BLM parcels could be considered for disposal even though not specifically identified here. This will occur only if 1) the opportunity arises to exchange such parcels for critical inholdings identified for acquisition, and 2) a land report and environmental assessment reveal that no resources critical to BLM management programs will be lost and that no sensitive resources will be adversely impacted.

There is some merit in adjusting boundaries between Anza-Borrego Desert State Park and BLM lands. For example, the San Ysidro Mountain area is small enough and distant enough from BLM offices that management by the Park might make more sense. Conversely, areas in the southern end of the Park could be managed by BLM. The Park, however, appears more interested in acquiring additional areas rather than adjusting boundaries. BLM should not consider leasing or selling areas to the Park under the R&PP Act, especially until the State of California has exhausted its lieu selections (see Glossary). If the State wishes to use its lieu selections to acquire San Ysidro Mountain or other lands identified for potential disposal, that is its privilege. No other major disposals to the Park, however, should be made under the R&PP Act unless they are part of a boundary adjustment with BLM acquiring Park land adjacent to major BLM parcels.



## DECISIONS (See Map II - Lands)

4. Acquire (through purchase or exchange) the inholdings of non-Federal land described below (all descriptions are measured from the San Bernardino Base and Meridian):

- a. T. 14 S., R. 5 E., Sec 36; T. 14 S., R. 6 E., Sec 36; the small inholding located in T. 15 S., R. 6 E., Sec. 6; and T. 15 S., R. 6 E., Sec. 16.

Rationale:

These parcels should be acquired on a priority basis to protect primitive and cultural values in the recommended suitable Sawtooth Mountains WSA. See decision 42.

- b. Inholdings within the McCain Valley/Carrizo Gorge area in T. 16 S., R. 6 E.; T. 16 S., R. 7 E.; and T. 17 S., R. 7 E.

Rationale:

Acquisition of numerous private inholdings is desirable to aid in the protection of wildlife and archaeological resources, and to facilitate grazing and recreation programs.

- c. Small parcels lying north of Interstate Highway 8 and south of public land in the Table Mountain area.

Rationale:

Acquisition of these parcels is desirable to aid in the protection of cultural resources.

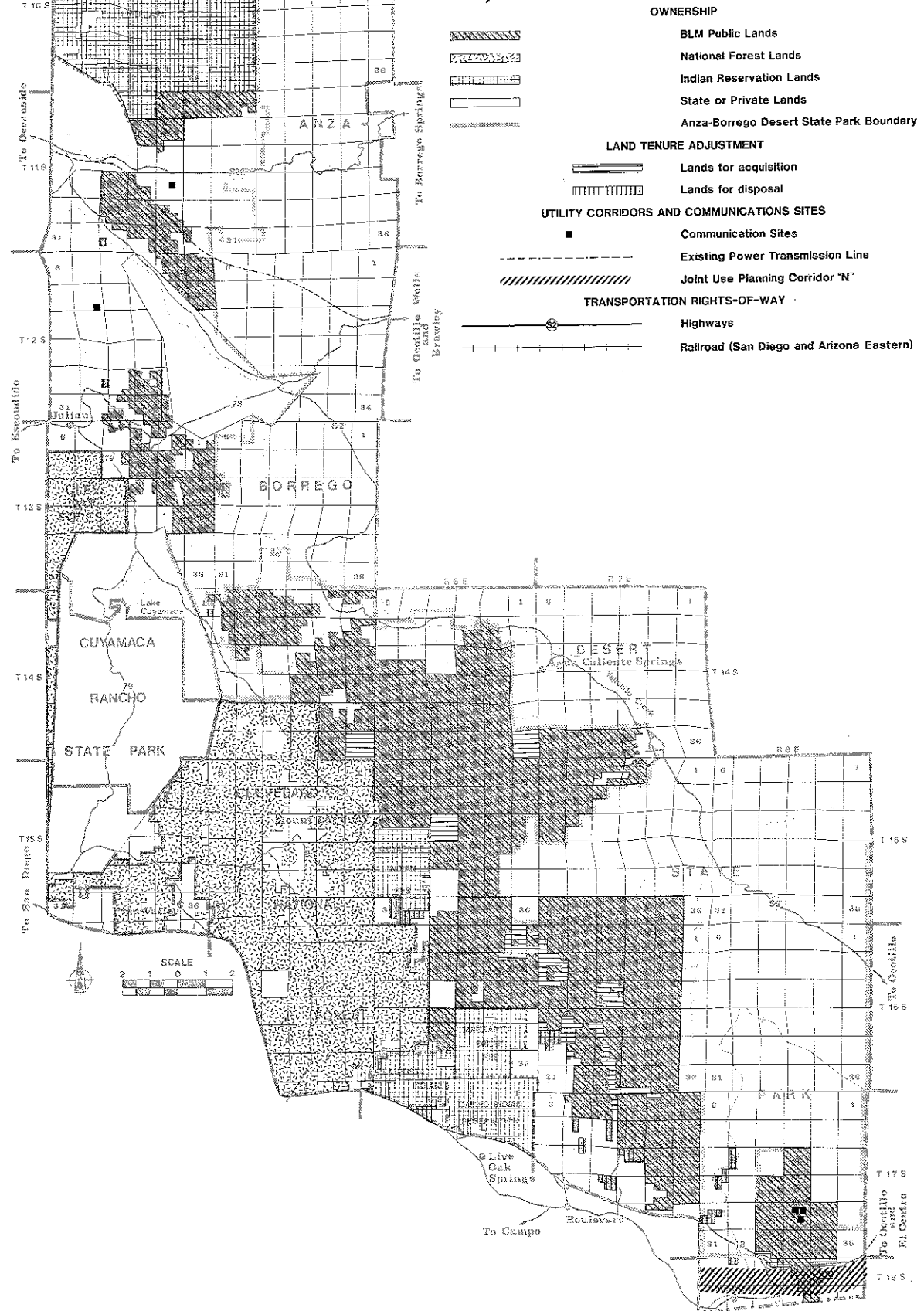
5. Dispose (through sale or exchange) of the small isolated parcels of public land described below which cannot be efficiently managed by BLM (all descriptions are measured from the San Bernardino Base and Meridian):

- a. Parcels located in T. 11 S., R. 4 E., Sec. 33 (San Felipe Valley area); in T. 12 S., R. 4 E., Sec. 29, (northeast of Julian); T. 14 S., R. 7 E., Sec. 1 (Oriflamme Mountains area); T. 17 S., R. 8 E., Secs. 16, 17, 19, and 30 (Carrizo Gorge area); and T. 18 S., R. 8 E., Sec. 5 (north of Jacumba).

- b. Parcel in T. 16 S., R. 7 E., Sec. 19, S1/2 SW1/4, SW1/4 SE1/4; all public land in T. 16 S., R. 7 E., Sec. 30; and several small isolated parcels south and southwest of the main block of public land in McCain Valley.



# EASTERN SAN DIEGO COUNTY PLANNING UNIT Management Framework Plan Map II Lands



6. If the public lands in the San Ysidro Mountain area can be exchanged as a single unit with a private party or the State for land having higher value to BLM management, disposal of the entire parcel will be appropriate, though public access to Hell Hole Flat should be maintained as part of any disposal agreement. The parcel is also suitable for State lieu selection.

Rationale:

The San Ysidro Mountain parcel is relatively small and distant from BLM Offices and therefore not well suited for efficient management by BLM. The resource values are generally high enough to warrant retention by a public agency. See decisions 34 and 40.

7. Retain the main San Felipe Hills parcel in Federal ownership until an easement for the PCT is reserved and a Scenic Management Zone is delineated (see decision 35). Disposal of lands outside these areas will be done only if 1) the management objectives of the PCT are not compromised with the disposal action; 2) lands are disposed of in one or more large blocks, and; 3) the lands are used to acquire land of higher value to BLM management programs or are selected by the State as lieu selections.

## ENERGY PRODUCTION AND UTILITY CORRIDORS

No energy production facilities exist on the public lands of the planning unit. A proposed 500 KV transmission line would traverse 1.5 miles of public land south of Table Mountain near Interstate Highway 8. Two communications sites are located on a ridge a short distance north of Table Mountain. Management policies will be consistent with the Multiple-Use Class Guidelines and the Energy Production and Utility Corridors Element of the CDCA Plan.

## DECISIONS

8. Establish a joint use planning corridor across 1.5 miles of public land south of Table Mountain as an extension of Corridor N described in the CDCA Plan.

Rationale:

The joint use corridor is critical, because this is the only feasible alignment for an east-west corridor in San Diego County. Any corridors to the north would have to cross Anza-Borrego Desert State Park, which has refused to consider them. The International Boundary precludes a corridor further to the south.

9. Provide for expansion of the existing communications site on Table Mountain, but prohibit construction of facilities from February through June to protect raptor nesting areas. Archaeology must be mitigated during construction, since this is an area of sensitive cultural resources.

Rationale:

The communication site already exists and is one of the few sites suitable for servicing Imperial County.

## OTHER LANDS ACTIONS

A major east-west highway, Interstate 8, forms the southern boundary of the planning unit except in the Table Mountain area, where it traverses 7 miles of the unit. Approximately 1.5 miles of the Interstate are on a BLM right-of-way. State Highways 94 and 78 also cross small amounts of public land.

There is one R&PP lease for a sanitary landfill in the planning unit, located just southeast of Julian. Agua Caliente Springs is leased by BLM to San Diego County under a mineral springs lease for use as a park. Three 5-year temporary use permits for apiaries have been issued for sites in the southern half of the planning unit. There are also many instances of unauthorized (trespass) uses of public lands, taking the form of agricultural activities, residential occupancy, apiary sites, utility uses, enclosures, road rights-of-way, commercial uses, indiscriminate dumping, and airstrips.

## DECISIONS

10. Terminate suspected mining claim occupancy trespass and other types of trespass throughout the planning unit. Keep instances of disposal of individual homesites to a minimum. Action to terminate trespass should be taken against all violators in a particular area at the same time rather than one at a time.

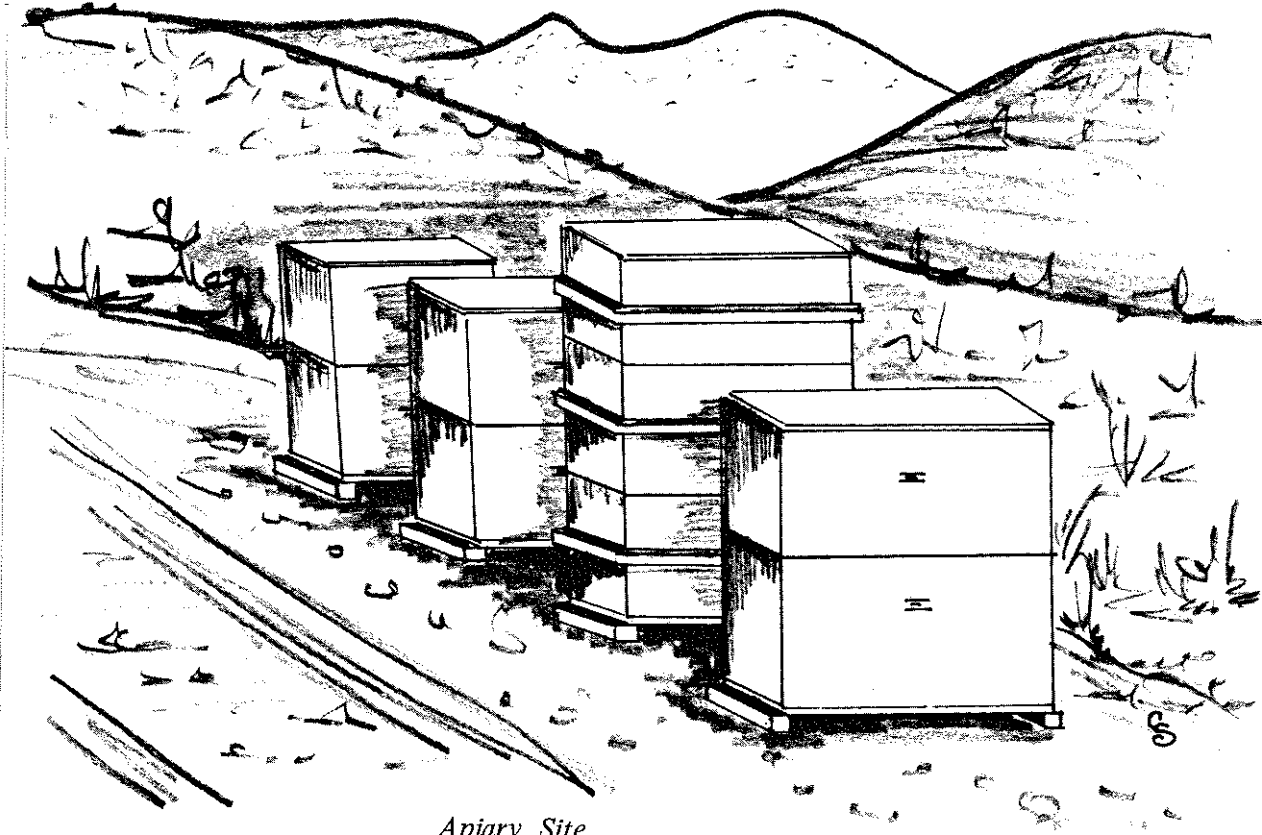
Rationale:

Numerous homes appear to be in trespass in various portions of the planning unit. Most of this occupancy appears under the guise of unpatented mining claim location without mining or benefaction of ore. Much of the activity occurs in riparian zones which are being adversely affected. The suspected trespass activity destroys natural values and inhibits public access into scenic and recreational areas. The trespasses should be terminated primarily by removing the homes. However, termination could be accomplished over a period of time using such techniques as non-transferable lifetime leases or permits as appropriate. Taking action against all violators in a particular area simultaneously will avoid the appearance of inequity and promote efficiency in BLM's handling of the situation.

11. Until Congress acts on the Bureau's recommendation of areas suitable for wilderness (Multiple Use Class C), manage lands actions in such areas in accordance with Class L guidelines, BLM's Interim Management Policy, and surface mining regulations for wilderness study areas (43 CFR 3802). Allow new powerlines or roads only when necessary for access to or occupancy of private inholdings. Such developments should follow existing disturbed areas as much as possible. Allow no new apiary sites, and phase out existing sites unless located along existing roads (those meeting the wilderness definition of a road).

Rationale:

These actions are consistent with the above referenced policies and regulations, and the El Centro Resource Area's Apiary Management Plan.



*Apiary Site*

## Geology - Energy - Minerals

The planning unit contains three areas of mineral deposits. These are the Julian District, the Metal Mountain District (located northwest of McCain Valley), and the Sacatone District (located in the Sacatone Spring/Tule Mountain area southeast of McCain Valley). All three districts are located on public land, with some 300 mining claims recorded. Though prospecting and some development have occurred from the 1890's to the present, no significant economic deposits have been mined in the region. Three areas in the northern, central, and southern portions of the planning unit have been classified as potentially valuable for geothermal resources because hot springs are present. Two of these areas, centering around Agua Caliente and Jacumba, respectively, are partially located on public lands. The area has no known potential for oil, gas, sodium, or potash.

### DECISIONS

12. On the public lands within the Agua Caliente and Jacumba potential geothermal resource areas, permit geothermal exploration under a Notice of Intent (N.O.I.), but do not lease unless geophysical/geochemical data strongly suggest a valuable resource.

#### Rationale:

There is no known industry interest in geothermal exploration, but some interest could develop because of the presence of hot springs at Agua Caliente and Jacumba. Portions of the recommended suitable Sawtooth Mountains and Carrizo Gorge WSAs lie within the zones of potential development, as does the archaeological ACEC on Table Mountain. Any development as a result of leasing would likely be incompatible with wilderness, wildlife, archaeology, and visual resources, and should therefore be considered only in the event of an overriding national interest. See decisions 42, 43, 53.

13. Do not issue mineral material sales or free use permits for the Canebrake Canyon/Sawtooth Mountains/Vallecito Valley area.

#### Rationale:

The overall management objective for this area is to manage for wilderness and wildlife values, with impacts from lands actions, mineral extraction, and grazing kept at very low levels. There is no known or foreseeable demand for mineral materials due to distance from market and inaccessibility. Alternate sources of sand and gravel are available from private lands in Vallecito Valley, which removes the need for sand and gravel extraction on public lands close to the recommended suitable Sawtooth Mountains WSA. See decision 42.

14. The material sale pit on the north side of Table Mountain should be investigated, and a determination made as to the desirability of future use. If an Environmental Assessment indicates unacceptable impacts to sensitive resources would occur from continued use, the pit should be closed.

Rationale:

This pit has not been used for many years and does not contain a large gravel resource. Future development could adversely affect other resources in the area, particularly wildlife (raptors), archaeology, and recreation sightseeing.

15. In areas of sensitive resource values, mining claims should be promptly examined and a validity determination made.

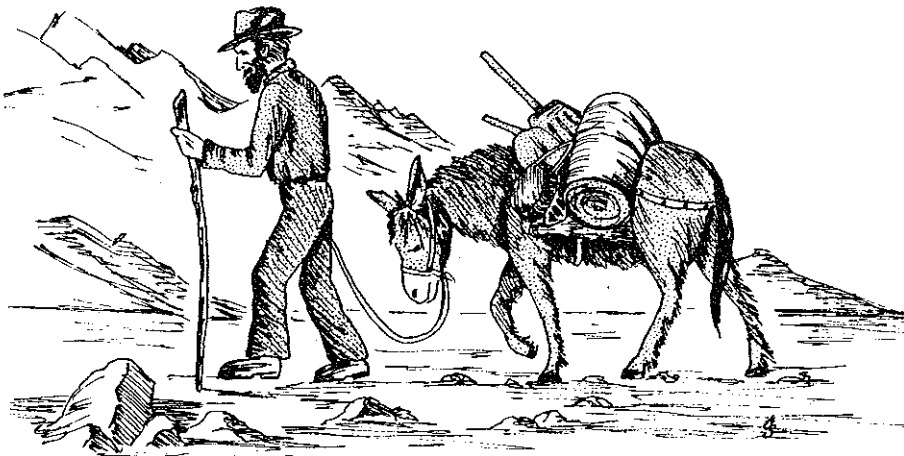
Rationale:

A number of areas of sensitive resource values are identified in the Wilderness, Cultural Resources and Native American Values and Wildlife and Vegetative Resources portions of this plan. While prospecting and mining are legitimate uses of lands open to mineral entry, prompt determination should be made as to the validity of claims to insure that unnecessary impacts to sensitive resources do not occur. See decisions 42, 43, 52, 53, and 57.

16. Withdraw the In-Ko-Pah Mountains ACEC from mineral entry, except for the area located within T. 17 S., R. 7 E., SBM, Secs. 1, 2, 3, 10, 11, and 12.

Rationale:

The withdrawal is necessary to preserve and protect sensitive wildlife and plant species, archaeological resources, vehicular recreational opportunities, and visual resources. The sections omitted include the Mt. Tule/Sacaton Springs area, which is a favorite rockhounding location with numerous claims staked for gem minerals. See decisions 47b, 52, and 57.



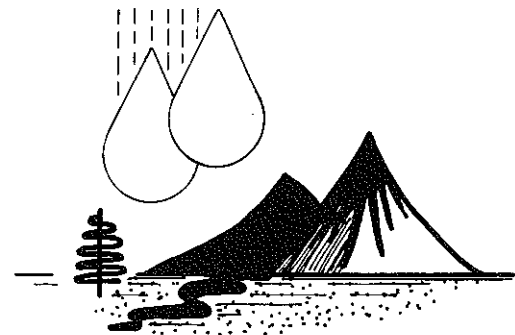
# Soils and Watershed

The planning unit contains a wide variety of soil types, as might be expected in a zone which spans the transition from low desert to coastal mountains. This variety of types is the result of diversity in parent material, relief, climate, living organisms, and age of the soils. A discussion of the major soil groups in the region can be found in the grazing and wilderness EIS for the planning unit.

The majority of the planning unit falls in a moderate erosion class. Approximately 40% of the land consists of slopes of 50% or greater. Despite the high incidence of steep slopes, soil loss due to water erosion is not of major significance because of low annual surface runoff and the high percentage of ground cover, which averages 48% throughout the planning unit. Most erosion problems are the result of human disturbances associated with use of the land for grazing and recreation.

## DECISIONS

17. Reseed eroding sites in the Oriflamme land treatment area (see Livestock Grazing section) with native species, or allow natural revegetation. Install erosion control structures where desirable.
18. Reseed and fence off eroding sites in the McCain Valley campgrounds and restrict off-road vehicle use in campgrounds as decided in the 1979 McCain RAMP; allow other sites to revegetate naturally. Install erosion control devices in campground areas where necessary, but protect archaeological resources from construction activities in Cottonwood Campground. Reseed only with native species.
19. Take steps to control erosion on vehicle routes now closed to use east of the McCain Valley Road (see decisions 47a and 49). Reseed "Competition Hill"; allow natural revegetation in other areas. Install erosion control structures on "Competition Hill" as needed. Utilize native species for reseeding.



## Livestock Grazing

Cattle ranching is one of the most important economic uses of the public lands of the Eastern San Diego County Planning Unit. A total of 4,925 AUMs were authorized for use in the years 1978 through 1981. This use occurred on eleven allotments (see Map III). BLM and grazing lessees have constructed range improvements including 49 water facilities (springs, pipelines, wells, reservoirs, and check dams) and 26 miles of fences, and BLM has conducted a vegetative land treatment (plowing and reseeding) on 800 acres of the Oriflamme Allotment. Only one of the allotments has been managed according to an AMP.

Lack of intensive management and consistent monitoring of livestock use has contributed to damage of key riparian habitat; competition for space, food, and water between bighorn sheep and livestock; and the need for adjustment of existing numbers, periods of use, or modes of operation in the short-term to compliment long-term management goals. Additionally, there have been conflicts between recreational and grazing use, and a serious problem of vandalism and damage to range improvements.

In response to these problems, and pursuant to Section 102(2)(c) of the National Environmental Policy Act of 1969, BLM prepared an EIS on livestock grazing (in conjunction with wilderness management) in the planning unit in 1980. The management decisions reported here are a result of the EIS studies.

The first step in the development of the grazing plan was a range vegetation survey conducted in 1978. In this survey, the lands of the planning unit were evaluated against a set of production suitability criteria, and 54% were found to be unsuitable for grazing because of steep slopes, lack of water, and low productivity of forage plants in some areas. The survey determined that 3,409 AUMs of forage were available for grazing on the suitable lands at that time, with an additional 247 AUMs available dependent on water development.

Next, carrying capacity (the amount of forage available for grazing use on a maximum-use, sustained yield basis) was determined. By law, forage allocations must not exceed this level. Based on the 1978 data, carrying capacity for the lands suitable for grazing was determined to be 3,167 AUMs (including the 247 AUMs dependent on water development). The actual carrying capacity of the land varies from year to year due to changing environmental conditions and the effects of land treatments. For that reason, the number of AUMs allocated will be periodically adjusted based on monitoring studies and the latest calculation of carrying capacity.



Beginning with the 1982 grazing season, use will be adjusted over a five year period. It is anticipated that by the 1986 season, authorized use will equal the livestock carrying capacity as determined by the vegetative survey (and modified as necessary by monitoring studies). This may mean an overall reduction in use by approximately 36% from the 1978-81 level. However, the development of AMPs, range improvements, and land treatments are expected to improve the carrying capacity to as much as 7,002 AUMs by the year 2001, an increase of 42% over the 1978-81 level.

A Rangeland Program Summary has been published to inform interested parties of the current situation in detail. As plan implementation proceeds and the field situation changes in the future, updates of the Rangeland Program Summary will be published to keep the public informed on an allotment by allotment basis.

A summary of MFP decisions follows. All allotments will be managed at carrying capacity. The stipulated season of use on each allotment is based on inventories of available forage, and considers the sequence of vegetative development of the forage plants available. An AMP will be developed for each of the eight allotments. Monitoring studies will be an important part of each AMP.

#### DECISIONS (See Map III - Livestock Grazing)

20. Do not authorize a new allotment in the San Ysidro Mountain area, and do not authorize ephemeral grazing use. Monitor for livestock trespass, and take appropriate action to terminate trespass if it occurs.

##### Rationale:

Development of a long-term grazing commitment in this area would be inconsistent with the decision to make this parcel available for potential disposal (see decision 6).

21. Establish the season of use for the expanded San Felipe Allotment as November 1 through June 30. Do not renew if the present lessee relinquishes the lease.

22. Obtain relinquishment of the Cigarette Hills and Julian Allotments in exchange for free use permits to the former lessees. Add the former Julian Allotment to the Banner Queen Allotment.

##### Rationale:

The small parcels involved are not used for viable livestock operations, but rather to serve domestic needs. Eliminating the allotments will not negatively impact the lessees involved but will save BLM thousands of dollars in administrative costs.

23. Establish a season of use for the Banner Queen Allotment based on further studies of the vegetative development of key species. Authorize ephemeral grazing use by the lessees when forage is available. Prescribe burn in selected areas of the Allotment and develop grazing systems to increase available forage.
24. Authorize grazing on the Oriflamme Allotment on a year round basis. Increase available forage through a grazing system and land treatments. Establish season of use as about March 1 through September 30 for Oriflamme Canyon area, and October 1 through February 28 for the Mason Valley area. Allow ephemeral grazing use by the lessee when forage is available. A pasture with a forage capacity of 130 AUMs is currently being rested to increase productivity. If this method of treatment is not successful, reseed this 400 acre pasture by mechanical means. Care must be taken to avoid removing existing vegetation in drainages and eroding sites. Primary consideration should be given to reseeding with native grass species.
25. Establish the season of use on the Vallecito Allotment as November 1 through June 30. Establish grazing systems to increase available forage. Allow ephemeral grazing by the lessee when forage is available.
26. Remove the parcel of public land north of County Road S-2 in T. 14 S., R. 5 E., SBM, from the Oriflamme Allotment and reassign it to the Vallecito Allotment.

Rationale:

A very small parcel is involved. The adjustment will make administration easier and reduce costs. There will be a slight increase in AUMs on the Vallecito Allotment and a like reduction on the Oriflamme.

27. Establish the season of use on the Canebrake Allotment as November 1 through June 30. Implement a grazing system on both portions of the Allotment to increase total available forage. Allow ephemeral grazing use on the Allotment by the lessee when forage is available. Exclude from the Allotment that portion west of Section 36 in Inner Pasture. Authorize drilling of two horizontal wells for livestock and wildlife watering facilities using mechanical equipment in the recommended suitable Sawtooth Mountains WSA. This will be in the upper reaches of Canebrake Canyon on the site of existing water developments.

Rationale:

The allotment size reduction will eliminate potential conflicts with bighorn sheep during and after transplant (see decision 58) and trespass on the State Park. No allocation of forage has been made for bighorn, since the sheep will utilize steep rocky slopes while cattle will graze on flat alluvial areas.

28. Establish a season of use from about March 1 through October 31 for the portion of the Tierra Blanca Allotment located in McCain Valley.

Establish a season of use from about November 1 through February 28 for the portion of the Allotment located on Table Mountain, dependent on the development of a water source. Authorize ephemeral grazing use by the lessee on both portions of the Allotment when forage is available. Exclude cattle from Upper Bow Willow Springs in the McCain portion of the Allotment, and establish a study of the impact of cattle on bighorn sheep. After eliminating livestock for a period of time at the spring and monitoring sheep activity there, reintroduce cattle to see what effect that has on bighorn. These data could then be extrapolated to other areas of the Tierra Blanca and In-Ko-Pah Allotments.

29. Establish a season of use from about November 1 through June 30 on the In-Ko-Pah Allotment. Allow ephemeral grazing use by the lessee when forage is available. Establish small enclosures in the semi-desert chaparral (half-shrub) vegetation zone to monitor forage utilization. Eliminate the portion of the Allotment in the desert shrub vegetation zone, including Rockhouse Canyon. Pipe water away from livestock water developments to increase availability for wildlife. Remove feral cattle from Carrizo Gorge.

Rationale:

Grazing should be eliminated in the Rockhouse Canyon area to avoid conflicts with bighorn sheep, to preclude the need for range developments in a recommended suitable WSA, and because extensive fencing would be required to prevent trespass on the State Park. Much of the area is unsuitable for livestock grazing due to slope.

30. Prescribe burn on selected portions of the Canebrake, Tierra Blanca, and In-Ko-Pah Allotments in the McCain Valley area (see Map III) to increase forage for livestock and mule deer. Avoid burning in riparian zones, and take precautions to protect 160 acres included in the archaeological portion of the In-Ko-Pah Mountains ACEC. Reseed with native species only. Do not prescribe burn or utilize other land treatments in the half shrub and desert shrub vegetation zones.

Rationale:

Grazing has occurred in this area for over 100 years. The area is in fair condition and is better suited for prescribed burning than other areas in the planning unit. Riparian habitats are especially important for wildlife and watershed resources and require protective measures. The rejection of prescribed burning in the half shrub and desert shrub zones is due to generally unsuitable conditions for this type of treatment.

31. Terminate the McCain Valley Allotment.

Rationale:

The lease on this Allotment was relinquished in 1979. There are so few AUMs of forage available on these scattered parcels that issuance of a lease is uneconomical. The plan recommends disposal of these parcels (see decision 5b).

32. Establish a season of use from approximately November 1 through June 30 on the Mt. Tule Allotment. Do not prescribe burn or use other land treatments. Eliminate the portion of the Allotment in T. 16 S., R. 7 E., SBM, Sec. 35, SE1/4.

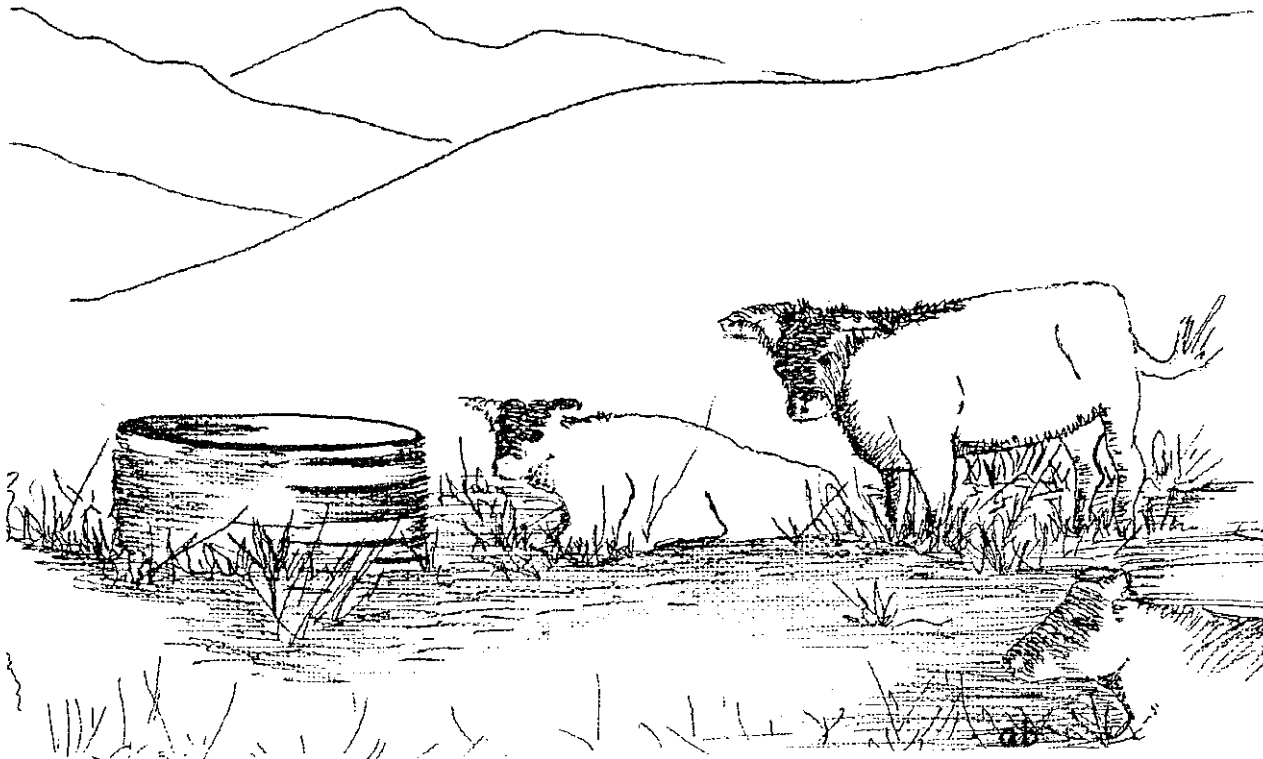
Rationale:

Conditions are generally not suitable for the effective use of land treatments. The Allotment size reduction will reduce possible conflicts with bighorn sheep. The eliminated area is unsuitable for livestock grazing due to slope.

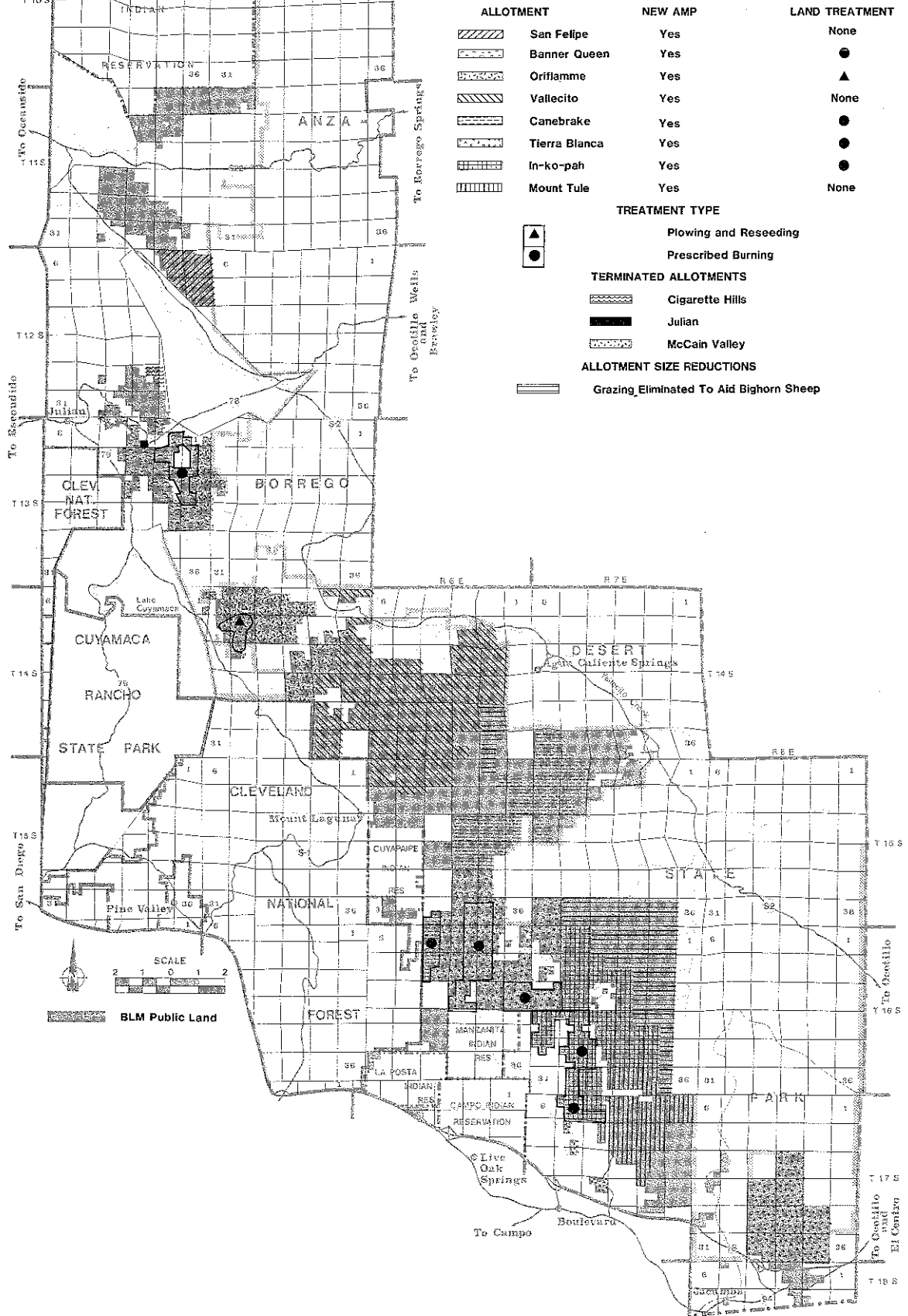
33. Do not establish a new grazing allotment on the south end of Mt. Tule.

Rationale:

The proposed allotment lies within a recommended suitable wilderness study area. It is not clear whether establishing a new allotment would be permitted under the Wilderness Act. The area overlaps with bighorn sheep habitat, and not establishing the new allotment will eliminate a potential adverse effect on the sheep.



# EASTERN SAN DIEGO COUNTY PLANNING UNIT Management Framework Plan Map III Livestock Grazing



## Recreation

Opportunities exist within the planning unit for a wide variety of recreational uses at low to moderate levels of intensity. Activities known to occur in the area include hunting, rockhounding, hiking, backpacking, sightseeing, camping, four-wheel drive touring, and off-road vehicle "free play." One of the major factors which has limited use of much of the planning unit is the lack of public access to parcels of public land surrounded by property not under administration by BLM.

The McCain Valley area in the southern portion of the planning unit has received the most intensive recreational use and experienced the greatest level of user conflicts in the past. In an effort to solve some of the management problems resulting from these conflicts, BLM developed the McCain RAMP in 1979. The decisions resulting from that plan are taken as "givens" in this plan, and will be only briefly summarized here.

General guidance regarding recreation management can be found in the CDCA Multiple-Use Class Guidelines. For additional decisions affecting recreation, consult the Motorized Vehicle Access section of this plan.

### DECISIONS

34. In the San Ysidro Mountain area, establish the Hell Hole Flat hiking trail in conjunction with Anza-Borrego Desert State Park to provide hiking access to a potential State wilderness area.

#### Rationale:

The area provides the most logical access to Hell Hole Flat in the State Park. Access across State Park land is too steep or is blocked by private lands.

35. In the San Felipe Hills and Julian areas, support the U.S. Forest Service in establishing the PCT by reserving a perpetual exclusive easement for the trail to the U.S. Forest Service. In the San Felipe Hills area, delineate a special Scenic Management Zone along the trail to protect scenic values and open space.

#### Rationale:

Once constructed, the PCT will be under the administration of the Forest Service and/or BLM. However, the underlying lands will remain public lands and as such, will be subject to appropriation under the public land laws. The reservation of a perpetual exclusive easement for the route will prevent adverse impacts resulting from activities

otherwise permitted by non-discretionary land laws. The reservation of a right of way for the PCT is authorized by the National Trails System Act. The special San Felipe Hills Scenic Management Zone will help guide future management decisions regarding the administration of discretionary land actions such as disposals, granting rights-of-ways, and issuing leases and permits. The boundaries of the Scenic Management Zone will be determined jointly by the BLM and Forest Service.

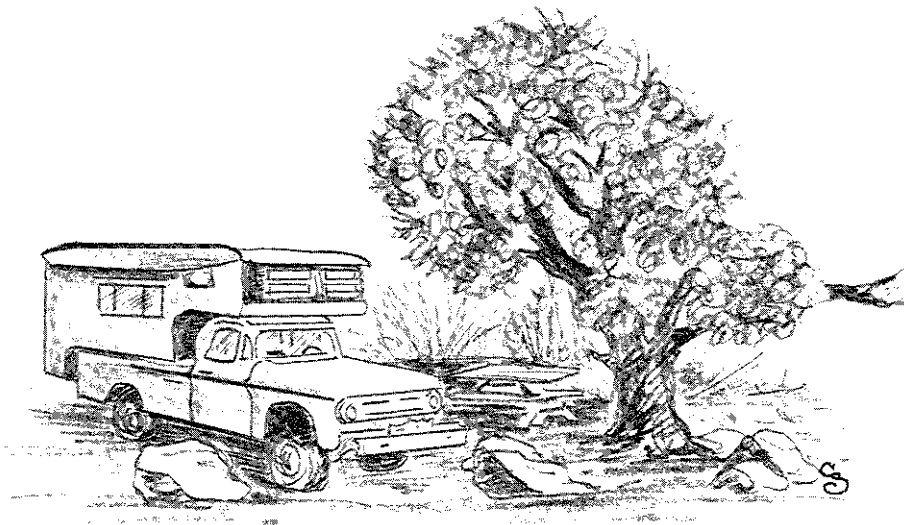
A scenic management zone will not be necessary in the Julian area because that area has been placed in a more restrictive management class than the San Felipe Hills.

36. Develop an interpretive site in the Julian area about the Elsinore fault, Banner Toll Road, and Warlock Mine Group.

Rationale:

The interpretive site will increase public understanding and enjoyment of the geologic story of the area.

37. Manage recreation use in the McCain Valley area according to the 1979 McCain RAMP. Major decisions of that plan include:
  - a. Establish an off-road motorcycle use area near Lark Canyon Campground.
  - b. Enlarge Lark Canyon Campground, and improve Lark Canyon and Cottonwood Campgrounds.
  - c. Phase out White Arrow Campground.
  - d. Establish the Pepperwood Hiking Trail.
  - e. Regulate vehicle use (see Motorized Vehicle Access section).
  - f. Establish interpretive sites at scenic overlooks and in Cottonwood Campground.
  - g. Establish an interpretive auto road in the area east of the McCain Valley Road.



38. Facilitate public access to landlocked areas of public land throughout the planning unit. Access easements should be obtained to the following areas in support of other decisions affecting recreation, wilderness, and motorized vehicle access:

- a. San Ysidro Mountain
- b. San Felipe hills
- c. Old Banner Toll Road
- d. Chariot Canyon
- e. Rodriguez Canyon
- f. Oriflamme Mountains
- g. Sawtooth Mountains
- h. Thing Mountain
- i. Portions of the ORV special area in the In-Ko-Pah Mountains
- j. Simmons Canyon
- k. Table Mountain

39. a. Manage visual resources within the planning unit as indicated on Map IV. NOTE: The classes shown on the map indicate the ultimate situation that will result if Congress concurs with the recommendations of this plan concerning WSAs. All WSAs will be managed as Visual Resource Management (VRM) Class II during interim management.

#### Rationale:

The VRM classes were assigned according to standard BLM policy and procedures through studies conducted during the planning process. Management guidelines for the four VRM classes are as follows:

#### CLASS I:

This class provides primarily for natural ecological changes; however, it does not preclude very limited management activity. Any contrast created within the characteristic environment must not attract attention. This class applies to designated wilderness areas.




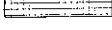

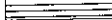
#### CLASS II:

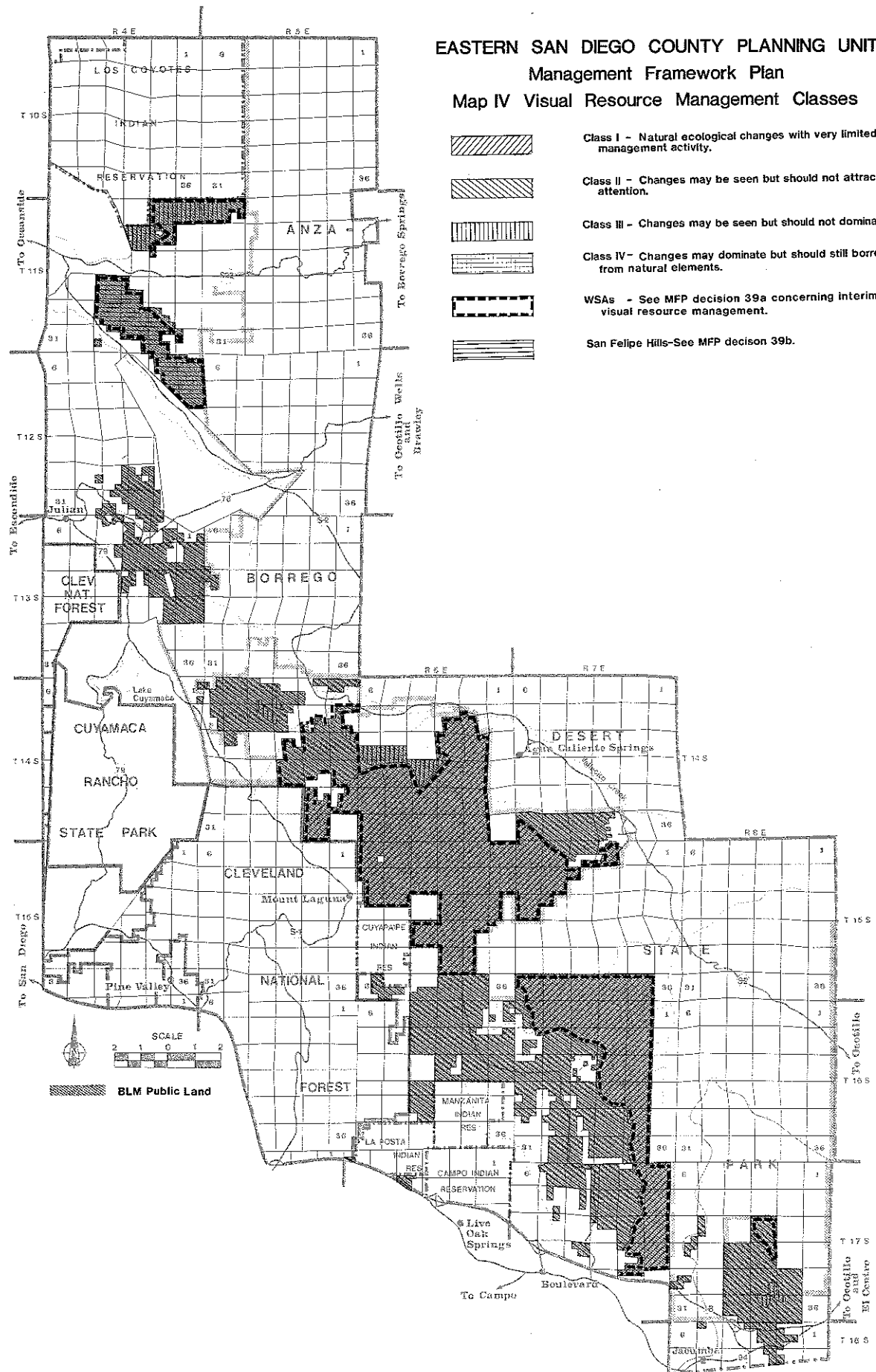
Changes in any of the basic elements (form, line, color, texture) caused by a management activity should not be evident in the characteristic landscape. A contrast may be seen but should not attract attention. This class applies to all WSAs during interim management.



# EASTERN SAN DIEGO COUNTY PLANNING UNIT Management Framework Plan

## Map IV Visual Resource Management Classes

-  Class I - Natural ecological changes with very limited management activity.
-  Class II - Changes may be seen but should not attract attention.
-  Class III - Changes may be seen but should not dominate.
-  Class IV - Changes may dominate but should still borrow from natural elements.
-  WSAs - See MFP decision 39a concerning interim visual resource management.
-  San Felipe Hills-See MFP decision 39b.



### CLASS III:

Contrasts to the basic elements (form, line, color, texture) caused by a management activity may be evident and begin to attract attention in the characteristic landscape. However, the changes should remain subordinate to the existing characteristic landscape.

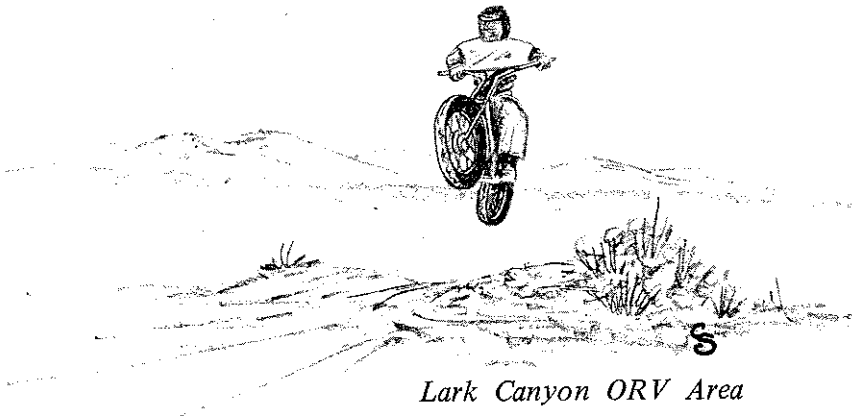
### CLASS IV:

Contrasts may attract attention and be a dominant feature of the landscape in terms of scale; however, the change should repeat the basic elements (form, line, color, texture) inherent in the characteristic landscape.

- b. Manage the San Felipe Hills as VRM Class II during interim WSA management. If Congress concurs with the recommendation of this plan and finds the area nonsuitable as wilderness, the PCT Scenic Management Zone will remain in Class II and the remainder of the area will be reassigned to Class IV.
- c. Modify existing fuel breaks and land treatments in the Julian and Oriflamme areas by feathering the edges to reduce visual impact (see decision 62).

#### Rationale:

Existing fuel breaks have a high visual impact which can be reduced by feathering of edges, graduated thinning of buffer strips, and other techniques.



# Wilderness

The Wilderness Act of 1964 established the National Wilderness Preservation System and directed that all roadless areas within the National Park, National Forest, and National Wildlife Refuge systems be reviewed to determine if they possessed wilderness qualities. FLPMA extended this mandate to public lands under BLM management.

The inventory of roadless areas within the planning unit took place as part of the inventory of all public lands outside the CDCA in California, and was completed in December, 1979. As a result of this inventory, 44,878 acres of public land within the unit were released from further consideration as being clearly and obviously unsuitable for wilderness. The remaining 54,024 acres were identified for further study, and established as five\* wilderness study areas (WSAs). The WSAs were studied as part of the process leading to this plan. Several alternative proposals were developed by BLM and analyzed in an EIS for livestock grazing and wilderness prior to making the decisions reported here.

This plan recommends wilderness designation for 41,776 acres in two WSAs, and recommends that the remaining 12,248 acres within the WSAs eventually be rejected as wilderness and released from interim management constraints. These decisions constitute the California Desert District Manager's and California State Director's wilderness recommendations for the planning unit. However, the recommendations do not represent the final decision of the Secretary of the Interior. These recommendations must therefore be considered preliminary, and are subject to change during further administrative review.

Only Congress can designate an area as wilderness. The Secretary of the Interior will eventually send his recommendations to the President, who will forward his recommendations to Congress for final action. For information on how the WSAs will be managed during the interim preceeding Congressional action, consult the Wilderness Element of the CDCA Plan.

\*Seven WSAs were actually identified, but for analysis purposes the three Sawtooth Mountain WSAs were considered as one.

## DECISIONS (See Map V - Wilderness)

40. Recommend the San Ysidro Mountain WSA (CA-060-22, 2,131 acres) as nonsuitable for wilderness designation. If Congress concurs with this recommendation and provides no additional guidance for its management, manage the area according to Multiple-Use Class L guidelines in accordance with other decisions in this plan.

### Rationale:

The area is recommended as nonsuitable due to its small size and configuration, which make wilderness management impractical. There has been little public reaction one way or the other on wilderness, probably due to the very small size of the WSA. Resource values that exist can best be managed and protected without wilderness designation. Designation would make exchange or disposal impossible (see decision 6).

41. Recommend the San Felipe Hills WSA (CA-060-23, 5,265 acres) as nonsuitable for wilderness designation. If Congress concurs with this recommendation and provides no additional guidance for its management, manage the area according to Multiple-Use Class M guidelines in accordance with other decisions in this plan.

### Rationale:

The area lacks unique or outstanding qualities. There has been little support voiced by the public for designation. The proposed perpetual exclusive easement and Scenic Management Zone for the PCT (see decision 35) will provide adequate protection for recreational opportunities associated with the trail.

42. Recommend 27,205 acres of the Sawtooth Mountains (WSAs CA-060-24B and CA-060-24C) as suitable for wilderness designation. Recommend the northwestern portion of the Sawtooths (WSA CA-060-24A, 3,892 acres) as nonsuitable. If Congress concurs with this designation and provides no additional guidance for its management, manage the nonsuitable area according to Multiple Use Class L guidelines. If necessary, allow use of mechanized equipment to develop and maintain livestock and wildlife watering devices within the wilderness area (see Decision 48). Acquire inholdings as described in decision 4a. Cooperate with the Forest Service in studying the possibility of designating adjacent National Forest land in T. 15 S., R. 5 E., SBM, as wilderness.

### Rationale:

The lands are highly scenic and are contiguous with lands in Anza-Borrego Desert State Park which are proposed for wilderness under State law. The area is easily accessible to the San Diego area where interest in and demand for wilderness is high.

The San Diego County Board of Supervisors has officially indicated its support for maximum wilderness designation for public lands within the planning unit. The residents of Canebrake are supportive of measures

to protect the area. The area contains sensitive plants, wildlife species, and cultural values which will be protected by wilderness designation. Designation would not conflict with any known minerals potential.

The portion of the WSA recommended as nonsuitable is separated from the remainder of the area by a valuable private inholding and the access road serving it. Acquisition of the inholding would be very expensive and is not regarded as a practical alternative. The inholding and access road completely cut off the narrow parcel of land to the northwest. It would be extremely difficult to protect wilderness resources on the parcel, which offers only limited opportunities for a primitive and unconfined type of recreation.

The use of mechanized equipment may be necessary to develop and maintain watering facilities for cattle and the reintroduction of bighorn sheep (See decisions 27, 58).

43. Recommend 14,571 acres of the Carrizo Gorge WSA (CA-060-25) as suitable for wilderness designation. This includes all of the WSA except for approximately two acres to be used for developing scenic overlooks. If necessary, permit the use of mechanized equipment to develop and maintain water sources for wildlife and livestock.

Rationale:

The Carrizo Gorge area contains many unique resource values which warrant preservation, and wilderness is considered the best way to preserve those values. Outstanding views across the Salton Sea Basin and nearby mountain ranges are presented. The area contains numerous species of wildlife, including sensitive species such as peninsular bighorn sheep, magic gecko, and golden eagle. There are large numbers of other raptors. Topography ranges from near sea level to about 3,000 feet. This transition between desert and coastal mountains contains a diversity of vegetation. The area was traveled by Indians migrating between mountains and deserts as the seasons changed, so there is also a wealth of cultural resources.

The area is contiguous with a large tract of proposed wilderness in Anza-Borrego Desert State Park, which, when combined with the proposed BLM wilderness in the Sawtooth Mountains, will create a large block of wilderness in the area. The area will help to satisfy a large need for areas in which residents of metropolitan Southern California can find primitive recreational opportunities. The San Diego County Board of Supervisors has expressed official support for maximum wilderness designation within the planning unit.

Wilderness designation would create no identifiable resource conflicts. The area is already closed to vehicle use. Permitting the use of mechanized equipment to develop and manage water sources would allow continued management of the area for bighorn sheep and limited cattle grazing along the western edge of the wilderness.

44. Recommend the Table Mountain WSA (CA-060-26, 958 acres) as nonsuitable for wilderness designation. If Congress concurs with this recommendation and provides no additional guidance for its management, manage the area according to Multiple-Use Class L guidelines in accordance with other decisions in this plan.

Rationale:

The area has lower scenic quality than the adjacent lands in Anza-Borrego Desert State Park proposed for wilderness. The small size of the area would make it difficult to manage for a quality wilderness experience.



**CA**  
**060**  
**24B** **Suitable Areas**  
**Nonsuitable Areas**



# Motorized Vehicle Access

Vehicle designations in this plan follow the Multiple-Use Class Guidelines and further guidance found in the Motorized Vehicle Access Element of the CDCA Plan. The designations are designed to improve opportunities for recreational use of the planning unit while protecting sensitive resource values.

In conjunction with these designations, BLM will work to secure legal public access to landlocked parcels of public land (see decision 38). Until this is accomplished, persons wishing access to landlocked parcels must obtain permission to cross private property directly from the individual land-owners. San Diego County requires that this permission be in writing. Please respect private property rights. Where routes cross private land, no public access is approved or implied by BLM.

## DECISIONS

45. Designate all areas within Multiple-Use Class M for vehicle use as "limited to existing routes of travel." In these areas, all existing routes are open unless posted closed by BLM. Individual routes may be closed if monitoring indicates impacts to sensitive resources or vandalism to grazing improvements are occurring.
46. Designate all areas within Multiple-Use Class L for vehicle use as "limited to approved routes of travel," with the exception of the Class L portion of the In-Ko-Pah Mountains ACEC north of the Sacatone Springs Road (See decision 47).

Listed below are specific routes to be recommended as approved for vehicle travel during the formal route approval process to implement the plan (all approvals will be subject to the acquisition of legal access):

- a. Buck Canyon Road
- b. Old Banner Toll Road
- c. Chariot Canyon Road
- d. Rodriguez Canyon Road
- e. Vallecito Valley/Lower Potrero Canyon Road
- f. Simmons Canyon Road
- g. Table Mountain Road



The following routes are already approved for use (McCain RAMP, 1979):

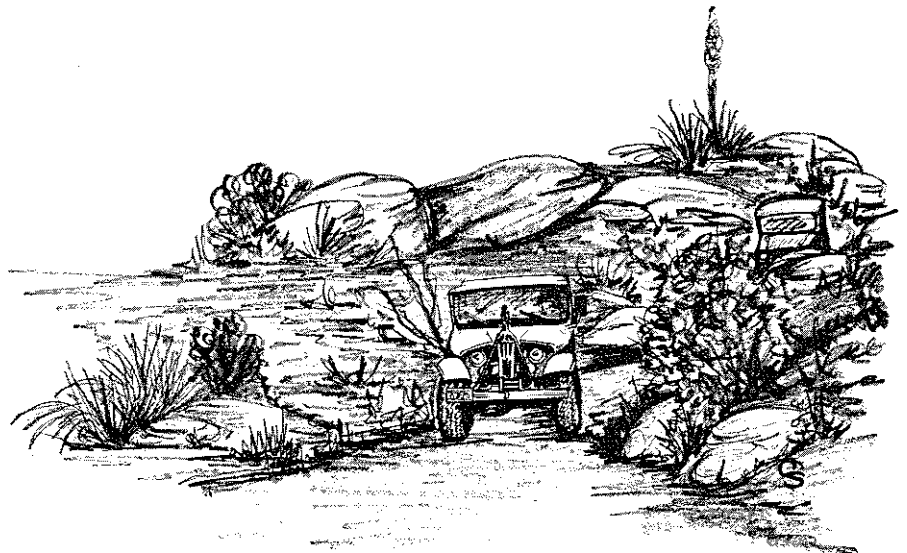
- h. Sacatone Springs Road
- i. Mt. Tule Road

Routes approved or proposed for approval are shown on the Summary Map found inside the back cover of this report.

- 47. a. Designate the Class L portion of the In-Ko-Pah Mountains ACEC (see decisions 52 and 57) north of Lost Valley as "closed" to vehicle use.
- b. Designate the Class L portion of the ACEC south of Lost Valley and north of the Sacatone Springs Road as a "special area" under 43 CFR 8370 regulations and as "limited to vehicle use on approved routes of travel by permit." Issue permits only during specific vehicle permit seasons as determined annually based upon ongoing wildlife studies.

Rationale:

Closure of the northern part of the ACEC is consistent with the 1978 McCain HMP and 1979 McCain RAMP. The "special area" designation is an attempt to provide for limited four-wheel drive use in this scenic area without adversely affecting bighorn sheep. Preliminary findings of bighorn studies indicate that sheep tend to congregate around important water sources in the area in summer and fall, and appear to be dispersed throughout more remote areas around Carrizo Gorge in winter and spring. Thus, winter and spring would appear to be the most likely seasons of permit issuance. Specific seasons and routes will be approved in cooperation with the California Department of Fish and Game.



48. Designate the recommended suitable Sawtooth Mountains WSA as "limited to approved routes of travel for grazing and administrative purposes only." Designate the Canebrake Canyon and Inner Pasture Roads and two roads in Potrero Canyon as approved for those uses. If Congress approves the wilderness recommendation, manage the area in accordance with the Wilderness Act of 1964. In the wilderness management plan for the area, recommend that the roads in Potrero Canyon, Canebrake Canyon, and Inner Pasture remain available for grazing and wilderness management purposes. If Congress rejects the wilderness proposal, re-evaluate the feasibility of approving the Potrero Canyon Roads for public access.

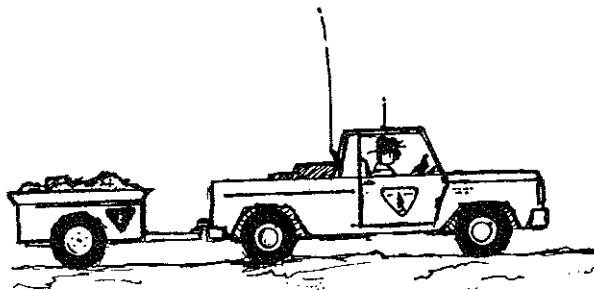
Rationale:

Roads into the Sawtooth Mountains are effectively closed to the public where they cross private property. Residents of the small community of Canebrake are opposed to public vehicular access into Canebrake Canyon and Inner Pasture because of potential dust, erosion, vandalism, and trespass problems created by increased public use of the area. Decisions 38g and 46e will improve access into the Potrero canyon area by acquiring legal access and approving a route to the boundary of the wilderness area. Approving routes further into Potrero Canyon in the event of rejection of the wilderness area by Congress might improve upland game hunting opportunities in the area, but could also create conflicts with grazing.

49. Designate the recommended suitable Carrizo Gorge WSA as "closed" to vehicle use.

Rationale:

The area was closed to vehicle use by the 1978 McCain HMP and 1979 McCain RAMP to protect wildlife habitat.



## Cultural Resources and Native American Values

A total of 421 cultural resource sites are known within the planning unit, including a large variety of prehistoric and historic resources. Of the known prehistoric sites, approximately 4% are in excellent condition, 81% are in good condition, 14% are in poor condition, and 1% have been destroyed.

Several areas have been identified as particularly sensitive for prehistoric resources. Table Mountain contains numerous sites including the remains of several large villages which were still in use at the time of early ethnographic studies in the area. Table Mountain is of high religious significance to Native Americans. The Canebrake and Vallecito Valley areas also contain a large number of sites, including agave roasting pits and large campsites located near streams and springs. The northeastern portion of the McCain Valley area also contains many sites, including some which are sacred to Native Americans. The relatively high level of recreational use in the McCain Valley area has caused concern because of the potential for desecration of these sites.

The Mountain Cahuilla and Kumeyaay groups traditionally occupied this region in recent times (prior to 1900). They divided their time between the desert in winter and the mountains in summer. The most commonly occupied lands were Banner Grade, Scissors Crossing, and Mason Valley. These people were hunters and gatherers, and the mountains are crisscrossed with old trails used in the seasonal migrations in search of game and plant foods.

Historical resources consist of sites associated with three major activities: mining, grazing, and transportation. Mining remains are concentrated in the Banner/Julian area (see decision 36) and on Table Mountain. From the mid 1800s to the present, cattle ranching has been the major economic pursuit in much of the planning unit. Few historical sites remain in good condition, though there are notable exceptions such as the McCain Ranch, which is still in operation. Two historical trails, the Southern Emigrant Trail and Butterfield Stage Route, followed the "Carrizo Corridor" route through the planning unit. The route is now a paved highway known as the San Felipe Valley Road (County Road S-2). The San Diego and Arizona Eastern Railroad, built between 1907 and 1919, follows a winding course along the precipitous eastern wall of Carrizo Gorge, passing over many wooden trestles and through numerous tunnels.

## DECISIONS

50. Protect areas of high archaeological values in the Canebrake Canyon, Inner Pasture and Vallecito Valley areas by limiting vehicular access and the acquisition of one section of private property (see decisions 4a, 13, 15, 42, 48).

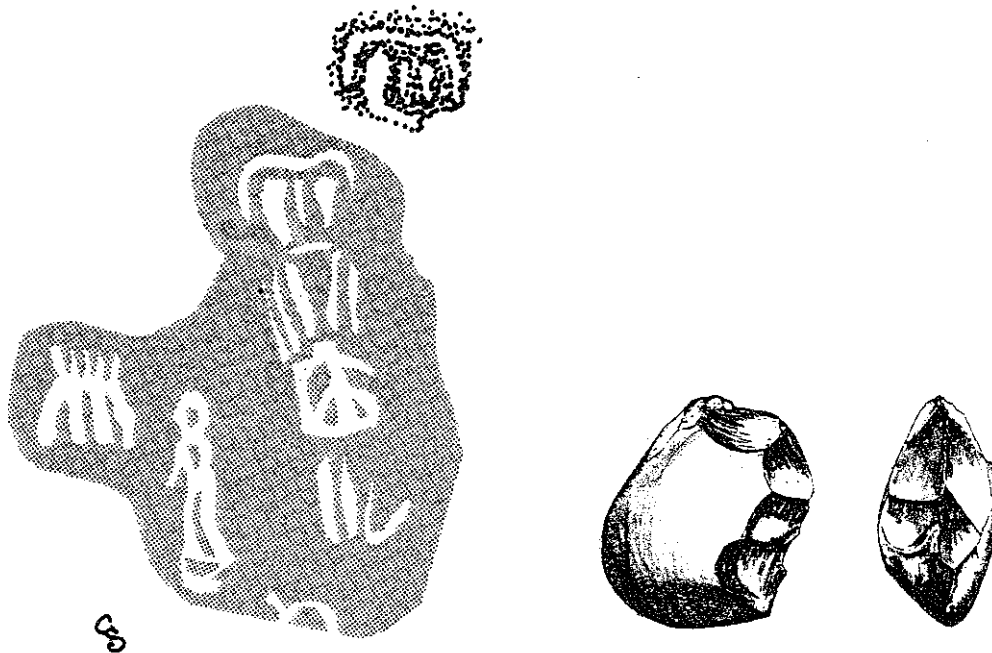
Rationale:

Protective measures are mandated by law and policy, and are consistent with other decisions in this plan.

51. Protect archaeological resources in the McCain Valley Recreational Facility Development Zone (which corresponds to the Multiple-Use Class M area) by conducting archaeological inventories and implementing mitigation measures in areas of new facility development (Lark Canyon Campground expansion and motorcycle trail development) and facility maintenance (watershed measures in Cottonwood and Lark Canyon Campgrounds). See decisions 18 and 37.

Rationale:

Protective measures are mandated by law and policy, and are consistent with other decisions in this plan.



52. Manage the two northernmost tiers of sections in the In-Ko-Pah Mountains ACEC for protection of archaeological resources. Develop interpretive materials concerning archaeological resources in the area, implement mitigation before prescribed burning, acquire private in-holdings, restrict vehicular access, and develop an ACEC management plan for cultural resources (see decisions 16, 43, 47a, 49, 57).

Rationale:

The archaeological ACEC is necessary to protect a diverse and abundant concentration of sites. Protective measures are mandated by law and policy.

53. Designate the southern half of Table Mountain as an ACEC for archaeological resources. Develop an ACEC management plan. Restrict vehicular access to the Table Mountain Road. Increase ranger patrols in the area. Acquire small parcels on the south side of Table Mountain (see decisions 4c, 12, 15, 46g).

Rationale:

Table Mountain contains numerous significant sites. Vandalism is occurring along with some damage related to vehicle use. ACEC designation will help protect sites through specific management prescriptions and funding.



## Wildlife and Vegetative Resources

The planning unit is bordered by the Colorado Desert on the east and by coniferous forest of the Laguna Mountains on the west. Elevation increases dramatically from east to west, and precipitation shows a pronounced increase from south to north. Because of its transitional situation, the area shows a complex vegetation pattern that has also been modified by fire exclusion, flood, drought, and grazing. The vegetative pattern is sparse and open along the southern limits of the area, while the pattern in the north is very dense.

The planning unit is occupied by 12 plant communities, which also delineate wildlife habitat types (Munz and Keck, 1970; Cheatham and Haller, 1975). These communities are delineated on Map VI. Sensitive wildlife habitat is shown on Map VII.

The enriched desert shrub and semi-desert chaparral communities in the Carrizo Gorge area (In-Ko-Pah and Jacumba Mountains) provide important habitat for the peninsular bighorn sheep, classified as a rare mammal by the State of California. The range of the sheep formerly extended into the Sawtooth and Tierra Blanca Mountains, but bighorn are rarely found in those areas now.

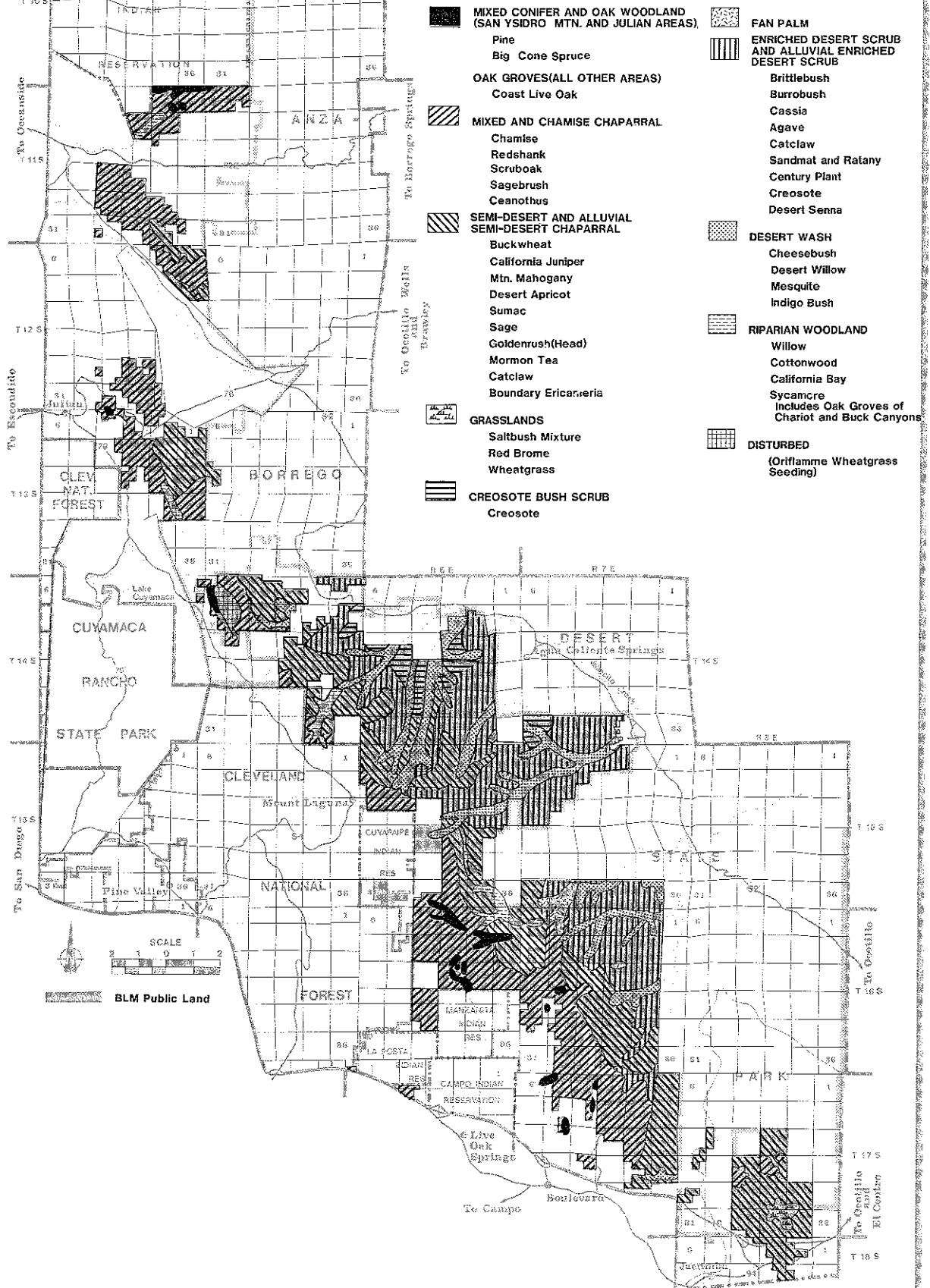
Mule deer occur in the semi-desert, mixed, and chamise chaparral communities. Deer hunting is popular in the McCain Valley area where these types predominate. The mixed and chamise chaparral are in generally poor condition because effective fire suppression has allowed dense stands of chaparral shrubs with sparse understory to develop. This has probably contributed to a steady decrease in the number of deer taken by hunters in McCain Valley since 1962.

Oak groves, which occupy less than 1% of the planning unit, are found in McCain Valley, Chariot Canyon, Buck Canyon, and Oriflamme Canyon. These areas provide valuable nesting and feeding habitat for a variety of bird species. Some groves show signs of heavy human disturbance and moderate livestock use. The major conflict involves disturbance of raptors by such activities as camping and shooting.

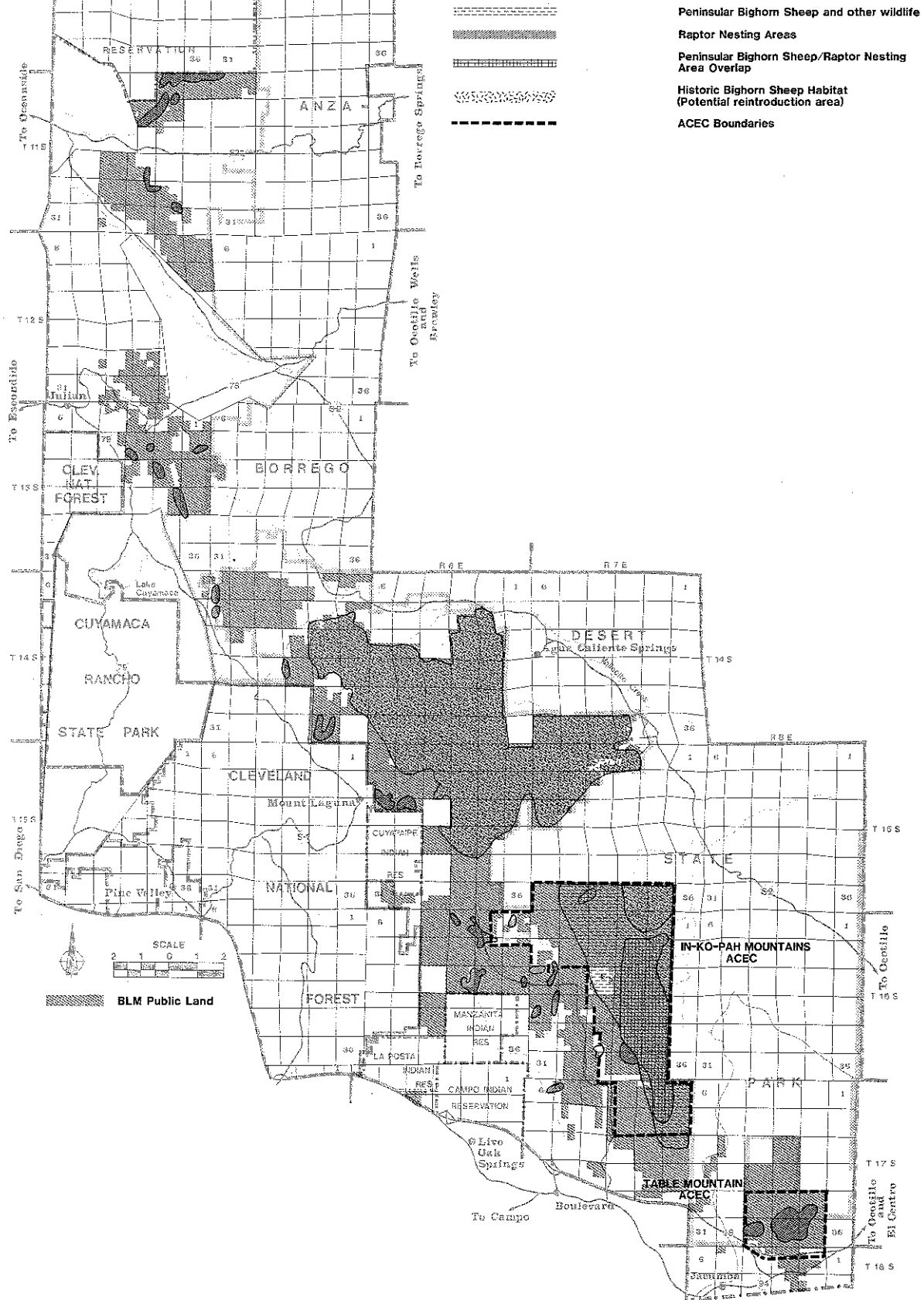
Only 170 acres of riparian woodland occur in the planning unit. These areas of California bay, California cottonwood, and sycamore occur along streams and near water sources in upper Bow Willow Canyon, Pepperwood Canyon, Storm Canyon, and Buck Canyon. They provide nesting and feeding habitat for a variety of birds, amphibians, mammals, and reptiles. Mining and cattle disturbance of riparian habitat in Chariot and Buck canyons potentially affects Cooper's hawk nesting sites. The quality and productivity of these and other riparian areas are being threatened as a result of these activities. It is roughly estimated that wildlife population levels and habitat condition on these areas is about 10% to 20% of potential.

# EASTERN SAN DIEGO COUNTY PLANNING UNIT Management Framework Plan

## Map VI Wildlife Habitat Types and Plant Communities



# EASTERN SAN DIEGO COUNTY PLANNING UNIT Management Framework Plan Map VII Sensitive Wildlife Habitat





At least 26 sensitive plant species are found in the planning unit, nine of which have been determined to require special management consideration (see decision 60).

The current bighorn sheep population is estimated at 80-100 animals, and appears to be declining. Conflicts with uncontrolled vehicle use, cattle grazing, and other human uses of the area may have contributed to the situation. Little is known of sheep migration patterns, lambing areas, or other habits, though sheep studies have been ongoing for several years. BLM developed the McCain HMP in 1978 in an effort to correct some of the problems that have led to the decline of the sheep. The HMP remains in effect, and along with the McCain RAMP, is considered as a "given" in this plan.

There are no known populations of wild horses and burros within the planning unit.

Nine non-game bird species, two amphibians and sixteen reptiles found within the planning unit are considered sensitive. A number of reptiles occupy rocky habitat in the desert shrub and semi-desert chaparral areas. This habitat is subject to disturbance by collectors and others who overturn cap rocks under which the animals live. No Federally listed threatened or endangered species are known to occur in the planning unit.

## DECISIONS

54. In the Buck Canyon, Chariot Canyon, Oriflamme Canyon, and McCain Valley areas, prohibit the removal of trees and snags (unless they constitute a hazard in campgrounds). Allow no new intensive developments in oak groves.

### Rationale:

Trees and snags provide valuable raptor nesting and perching sites in the areas identified. Oak groves provide valuable habitat for a variety of wildlife.

55. Protect riparian habitat throughout the planning unit. Allow no new development in Buck Canyon except for road and trail stream crossings. In Chariot Canyon, Pepperwood Canyon, Lost Valley, and Upper Bow Willow Canyon identify areas in the riparian zone which are being most heavily affected by other uses, and protect and rehabilitate those areas. If necessary, fence buffer strips and pipe water to livestock. Establish a monitoring system for early detection of adverse impacts on the riparian zone and take appropriate action to mitigate or eliminate the problem. Prohibit camping associated with the Pepperwood Hiking Trail in the riparian zone.

### Rationale:

Riparian zones are very important for wildlife and watershed values, and BLM policy is to protect such areas.

56. In accordance with BLM policy, protect the habitat of sensitive wildlife species throughout the planning unit, with emphasis in the following areas:
- a. Golden eagle and other raptors. Areas of special concern are Buck Canyon, Hoover and Grapevine Canyons, Chariot Canyon, McCain Valley oak groves, Carrizo Gorge and Table Mountain. Initiate raptor studies in suspected problem areas.
  - b. Magic gecko and other sensitive reptiles and amphibians. Areas of special concern are the In-Ko-Pah and Jacumba Mountains, including Table Mountain.
  - c. Peninsular bighorn sheep (see decisions 57 and 58).
57. Designate the peninsular bighorn sheep habitat east of McCain Valley as the In-Ko-Pah Mountains ACEC for wildlife and cultural resources (see decision 52). Continue to manage the area according to the 1978 McCain HMP. Continue to carefully monitor bighorn sheep in the area.

Rationale:

Previous planning has recognized special management needs for wildlife in this area. Designation as an ACEC demonstrates BLM's continued concern for wildlife values. The designation will provide continued protection for bighorn sheep, raptors, sensitive reptile species, and the fan palm habitat at Bow Willow Palms.

58. Reintroduce bighorn sheep into the Sawtooth and Tierra Blanca Mountains. If studies indicate a need, allow vehicular access and the use of mechanized equipment into the upper reaches of Inner Pasture to facilitate reintroduction and the development of a water source.

Rationale:

An existing Sikes Act agreement (McCain HMP, 1978) provides for the reintroduction of peninsular bighorn sheep. The habitat in the Canebrake vicinity is suitable for this purpose, because it was part of the historical range of the sheep. Efforts in the McCain Valley area are directed toward increasing recruitment and herd size. This recommendation will help meet those goals as well as possibly result in removal of the species from the State list of rare mammals. Sheep will probably be released in the Canebrake area and will migrate to the Vallecito area if reintroduction is successful. A water source will be necessary in the upper reaches of Inner Pasture if bighorn sheep are to be reintroduced. Access using vehicles may be necessary to establish the water source and transplant animals even though the area is recommended as wilderness. No significant impacts will result, since access can be obtained through a wash without road construction.

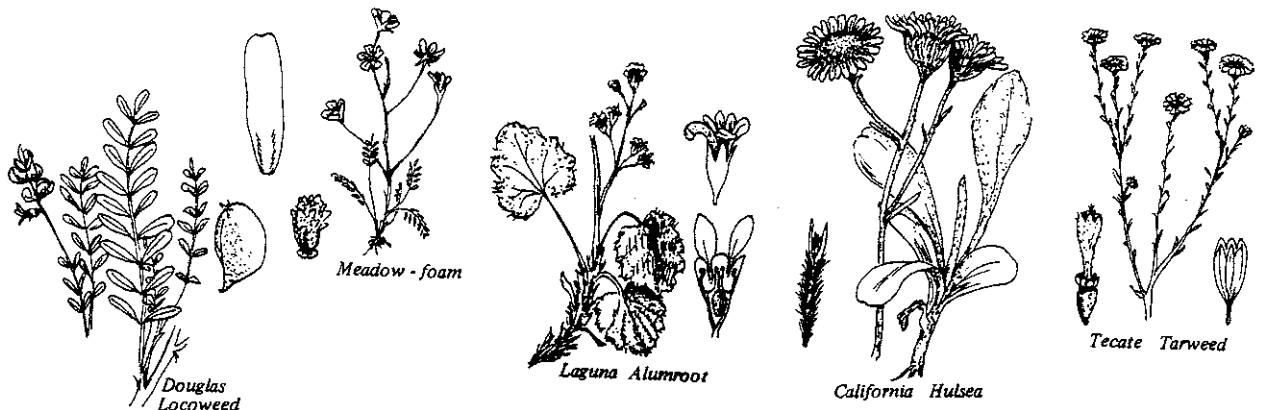
59. Provide 15 AUMs for mule deer at their present population of about 100 deer over 38 square miles in the McCain Valley area.

Rationale:

Forage for deer is based on estimates of the present herd size with enough forage allocated to maintain that size. The 38 square mile area encompasses portions of several of the McCain Valley area grazing allotments. For a related decision concerning prescribed burning to increase forage for deer and livestock, see decision 30.

60. In accordance with BLM policy, protect the habitat of sensitive plants throughout the planning unit, with emphasis on the following species and areas as determined through vegetation studies:

- a. Lilium fairchildii (Fairchild's Lily) in the San Ysidro Mountain area.
- b. Limnanthes gracilis var. parishii (Cuyamaca Meadow-foam) in the Oriflamme area.
- c. Astragalus douglasii var. perstrictus (Douglas Locoweed) in the McCain Valley and Table Mountain areas.
- d. Hemizonia floribunda (Tecate Tarweed) in the McCain Valley area.
- e. Caulanthus simulens (Payson's Caulanthus) in the McCain Valley/Carrizo Gorge area.
- f. Heuchera brevistaminea (Laguna Alumroot) in the Oriflamme area.
- g. Hulsea californica (California Hulsea) along the Laguna escarpment.
- h. Lupinus excubitus var. medius (Interior Bush Lupine) in dry washes in the central and southern parts of the planning unit.
- i. Opuntia bigelovii var. hoffmannii (Jumping Cholla) in the Vallecito Valley.



61. Cooperate with the Laguna-Morena Demonstration Area in prescribed burning on BLM land.

Rationale:

BLM is one of the cooperating agencies in an agreement to demonstrate the feasibility of burning in chaparral land to prevent catastrophic fires. The cooperating agencies can also assist in land treatments and reducing fuels near campgrounds where there is a fire hazard to recreationists. Some limited areas of BLM land are scheduled for burning in the future. Initial prescribed burns will occur in the McCain Valley (Thing Mountain) area. Later burns will occur in the Sawtooth and Oriflamme Mountains.

62. Protect sensitive plant species in the Julian and Oriflamme areas by prohibiting the use of herbicides when modifying fuel breaks to reduce visual impact (see decision 39c). Determine if the opportunity exists to enhance the habitat of sensitive plants in conjunction with fire management.

Rationale:

Some sensitive plants are found in openings in dense chaparral such as those produced by fire breaks. The opening up of chaparral areas through prescribed burning may also provide new habitat for some sensitive species.

63. In the McCain Valley area, allow wood gathering for campfires only where posted. Protect remaining pinyon pines and determine why they are not reproducing.

Rationale:

Wood is scarce in McCain Valley, but visitor use is high. If indiscriminate wood cutting is allowed, it will have an adverse impact on wildlife, vegetation, and scenic values. Pinyon pine was once fairly abundant. The last fire about 40 years ago killed most of them, and they have not reestablished themselves. Reestablishment would add to the aesthetic beauty and ecological diversity of the area.



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